

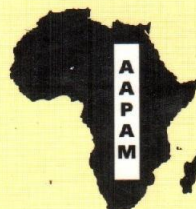


## **Towards an Effective Delivery of Public Services in Africa**

Report of the 28th Roundtable Conference of the  
African Association for Public Administration  
and Management (AAPAM), Arusha, Tanzania  
4–8 December 2006



United Republic  
of Tanzania



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Arusha • Tanzania  
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## **Hosted by**

Government of the United Republic of Tanzania

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# Acknowledgements

AAPAM is most appreciative of the Tanzania Government's contributions to the successful organization of the 28<sup>th</sup> Conference. Besides providing highly valued logistics support, the Government placed first-class facilities of the Arusha International Conference Centre at the disposal of the Association and extended generous hospitality to the delegates throughout the 5 – day conference. The fact that the Conference was opened by His Excellency . Dr. Ali Mohammed Shein, the Vice President of the United Republic of Tanzania underscores the importance that the Government attached to the Conference. AAPAM is indeed very grateful to the movers, organizers and managers of the conference especially to the Chief Host, Mr. Phillemon L. Luhanjo, Chief Secretary, President's Office, Secretary to Cabinet and Head of the Public Service and Mrs Ruth H Molllel, Permanent Secretary, Presidents Office, Public Service Management and her colleagues and staff on the National Organizing Committee. AAPAM's gratitude also goes to Mr. Joseph Rugumyamheto, who delivered the first AAPAM Testimonial Lecture at the conference. All those Public and Private sector institutions that pooled resources together with the Tanzania Government to support the conference and extended hospitality to the delegates are highly recognized. Last but no least are the staff of the Conference Secretariat who deserve special mention for the hard work and the long hours they put in that ensured the success of the conference.

AAPAM also wishes to extend its sincere gratitude to its international development partners especially, the Canadian International Development Agency (CIDA) and the Commonwealth Secretariat for the financial support given to the conference and to the Institute of Public Administration of Canada (IPAC), and the United Nations Department of Economic and Social Affairs (UNDESA) for the various kinds of support that AAPAM derives from its partnerships with them. All of them contributed in many ways to the success of the 28<sup>th</sup> Roundtable Conference.





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## CHAPTER 1

# Introduction

The 28<sup>th</sup> Roundtable Conference was organized by the African Association for Public Administration and Management (AAPAM) in conjunction with the Government of the United Republic of Tanzania through the National Organizing Committee.

This Report was prepared by the Conference Chief Rapporteur, Professor Stephen Adei, Rector of the Ghana Institute of Management and Public Administration (GIMPA) with the support of Session Rapporteurs: Mr. Mrisho Malipula, Ms Lucy Massoi, Dr. Benson Bana, Dr. Stella Bendera, Mr. Joseph Mbwilo, Dr Laurian Ndumbaro and Mr. Raymond Mutagahywa. The final version emerged after additional review by the AAPAM Secretary General, Dr. Yolamu R. Barongo.

The 2006 Roundtable followed the traditional path dating back to 1978 when the African Association for Public Administration Management (AAPAM) launched its series of Annual roundtable conferences held in different member countries. Each conference addresses issues of contemporary relevance and concern, and draws on the insight and experiences of policy makers, senior public officials, corporate and civic leaders, and renowned public administration and management scholars.

The 28<sup>th</sup> AAPAM Roundtable was hosted by the Government of the United Republic of Tanzania and held at the Arusha International Conference Centre, from 4<sup>th</sup> to 8<sup>th</sup> December, 2006. Approximately 250 delegates from 22 countries participated in the Roundtable. These included Cabinet Ministers, Heads of Public Service and Secretaries to Cabinet, Directors-General of Staff Colleges and Management Development Institutes and other statutory bodies, representatives of international organizations, management consultants, as well as renowned academics and researchers in institutions of higher learning. The countries represented at the Roundtable included: Botswana, Cameroon, Canada, The Gambia, Ghana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Nigeria, Seychelles, Sierra Leone, South Africa, Swaziland, Tanzania, Uganda, United Kingdom, Zambia and Zimbabwe. The United Nations Department of Economic and Social Affairs (UNDESA), the Institute of Public Administration of Canada (IPAC) and the Commonwealth Secretariat were among the development partners represented at the Roundtable.



The theme of the 2006 conference was **Towards an Effective Delivery of Public Services in Africa.**

## **Roundtable Objectives**

On account of the very significant role which the Public Services have to play in the management of the affairs of the state, the 28<sup>th</sup> Roundtable sought to understand clearly the factors which have hindered the delivery of public services in many African countries and to explore measures that would enable the Public Services to perform to expectation. Pursuant to this, participants examined:

- (a) The evolution of post independent African public services;
- (b) The state of African public services today;
- (c) Attempts made to improve the public services through decentralization, privatization and commercialization etc;
- (d) The central role of the civil service with respect to policy management in the public services;
- (e) Critical issues in modernizing and professionalizing human resource management in the public services;
- (f) Logistics and other physical resource inflow for improving the performance of Africa's public services;
- (g) The issues of ethics and accountability and their impact on service delivery;
- (h) Ways by which intergovernmental organizations like the African Union (AU), the New Partnership for Africa's Development (NEPAD), UNDESA, Commonwealth Secretariat etc, can impact positively on the public service delivery;
- (i) A realistic agenda for actually implementing measures for building capacities, especially of the civil service for better delivery of public services.

## **Outcomes of the Conference/Expected Results**

Given the themes, sub-themes and objectives of the 28<sup>th</sup> Roundtable Conference the outcomes included the following:-

- (a) Conference participants examined the state of public services in Africa and updated trends in public sector reforms thereby equipping the said services to carry on with their country reform efforts. From the background of findings of the Afro-barometer network, state of governance in public services, participants noted that much work is needed to enhance service delivery in most countries.
- (b) Some best practices in public service delivery were carefully studied by conference participants to serve as examples for improving service delivery in their home countries. From positive results such as the use of performance contracts in Kenya and integrated leadership - led transformation in Botswana, participants gained insights into some of the positive ways of enhancing service delivery.

- (c) Some leading issues in improving public policy delivery were studied to guide future reform efforts relating, in particular, to policy management.
- (d) Adequate awareness was created about the importance of training the managerial leadership cadre and deploying modern human resource management practices of Africa's public service to cause changes in attitudes and ensure that appropriate competencies are acquired to enable them discharge their responsibilities.
- (e) Conference participants gained an appreciable understanding of the role and constraints of public private partnership as a tool to improve service delivery, mindful of the principles, ethics and standards of public service. The need for an effective public sector to oversee and monitor PPPs was underscored.
- (f) Delegates examined the role of decentralization in assuring effective service delivery. While there are some success stories in decentralization it was also noted that political, administrative and financial decentralization has not yet taken firm roots in many countries. Delegates examined the causes of the phenomenon and how to achieve effective and beneficial decentralization.
- (g) On the whole, participants gained valuable insights into how to attain higher quality service delivery.



# Formal Opening

The 28<sup>th</sup> Roundtable Conference was officially opened by H.E. Dr. Ali Mohamed Shein, Vice President of the United Republic of Tanzania. The dignitaries who graced the occasion included, Mr. Gabriel Sékaly, Executive Director, Institute of Public Administration of Canada (IPAC); Dr. John Mary Kauzya, Chief of Branch, Governance and Public Administration of the United Nations Department of Economic and Social Affairs (UNDESA); Ms. Taboka Nkhwa, Adviser and Head of Africa Section, Governance and Institutional Development Division (GIDD) of the Commonwealth Secretariat, London; Mr. John Mitala, President of AAPAM, Head of Public Service and Secretary to Cabinet of the Republic of Uganda; Hon. Hawa A. Ghasia, Minister of State in the President's Office, Public Service Management and Hon. Dr (Mrs) Pontso Sekatle, Minister of Local Government of the Kingdom of Lesotho and Honorary Patron of AAPAM; as well as Dr. Yolamu R. Barongo, Secretary General of AAPAM.

The Chief Host Mr. Philemon L. Luhanjo, Chief Secretary to Cabinet and Head of the Public Service of the United Republic of Tanzania, welcomed AAPAM as an organization and all the delegates home. He recalled that AAPAM was initially born in Dar es Salaam in 1962. Two AAPAM Roundtables had since been held in 1983 and 1992 in the country.

Messages of solidarity were also delivered at the function. Mr. Gabriel Sékaly of IPAC offered his best wishes for a successful meeting. He confirmed IPAC's commitment to work with AAPAM in the years ahead, growing from strength to strength. The next message was delivered by Dr. John Mary Kauzya of UNDESA. He noted that, with AAPAM having officially joined the UNDESA Network of Management Development Institutes, he was attending the 28<sup>th</sup> Roundtable as a partner. He announced that UNDESA had decided to assist AAPAM to develop its capacity to tap resources available to members of the Network. For that, UNDESA was to send an Information Education and Communication Expert to work at the AAPAM Headquarters for one year. The expert should help AAPAM improve its capacity to raise financial assistance from a wide range of organizations.

The message from GIDD of the Commonwealth Secretariat was delivered by Ms Taboka Nkhwa. She confirmed that she felt welcomed. Tanzania had indeed become a "centre of choice" for such Roundtable Conferences. She reported that GIDD helps Commonwealth States improve their methods of work. Forty per cent (40%) of the Commonwealth resources is devoted to the African Commonwealth region, thus making the Commonwealth Secretariat an important partner to Africa's development.

She was particularly delighted that AAPAM had for the first time, decided to extend a special invitation to young professionals to participate in the Roundtable deliberations with the support of the Commonwealth Secretariat. She also applauded AAPAM's initiative in launching its Excellence Awards at the last Roundtable and went on to observe that this Roundtable was the 28<sup>th</sup> in the series, therefore the question had to be answered as regards what had been achieved from the meetings!

## **Welcome Statement by the AAPAM President**

The goodwill messages were followed by remarks from the AAPAM President, Mr. John Mitala. Ahead of his welcome statement, it was with a heavy heart that he announced the death of one of AAPAM's greatest friends, Mr. Joseph Galimberti, former Executive Director of IPAC who had actively participated in the 27th Roundtable Conference in Livingstone, Zambia. He wished the soul of the late Mr. Gallimberti peaceful rest.

Mr. Mitala welcomed everyone to the Opening Ceremony of the Roundtable Conference. He then went on to introduce members of the AAPAM Executive Committee, Heads of Civil/Public Services present, and a few other AAPAM related dignitaries. Mr. Mitala acknowledged that AAPAM was born in Dar es Salaam in 1962 and that its annual Roundtable Conferences had been hosted by the Government and people of the United Republic of Tanzania on two occasions before, in , 1983 and 1992. Members of AAPAM were very grateful that they were being hosted in Arusha for the third time. He reported that AAPAM was growing and that its national chapters were doing well. He advised all conference participants to pay attention to the papers to be presented and pick lessons appropriate to their various situations for use back home.

The opening Address was delivered by H.E. Dr. Ali M. Shein, Vice President of the United Republic of Tanzania. He expressed gratitude to AAPAM for giving the government and people of Tanzania the opportunity to once again host its members in Arusha.

He was confident that conference participants would learn a lot from each other. He was appreciative of what AAPAM had evolved to be. AAPAM is now a matured, enduring and self strengthening organization which the African continent could boast of. Two of AAPAM's recent achievements were worth mentioning. The first was the launching of the AAPAM Awards which took place in Livingstone, Zambia, about the same time in 2005. He was particularly delighted about AAPAM's second initiative which had brought on board young professionals to participate in the conference. Through this initiative AAPAM was making a significant contribution today in preparing future leaders, managers and administrators for tomorrow.





He observed that despite disparities in conditions of development, some progress had been made in African countries, even in those engulfed in chaos. Some measure of stability had been achieved as a necessary condition for other achievements required for improving public service delivery.

He noted that the choice of the theme was most appropriate and that, participants would be addressing various sub-themes such as organizational structures, systems and technologies which were required to meet the changing demands of the citizenry. Discussions at the Roundtable were therefore expected to describe how best to achieve efficiency and economy in the operations of public service organizations.

He agreed with the organizers in their choice of sub-themes which he thought were practical and needed to be pursued. That action could lead to the reduction of unnecessary government expenditure and result in resources that would be productively deployed to achieve better public service delivery.

He stated that the Government of Tanzania recognized the importance of the role that its public services play in the day to day life of the average citizen and, consequently the importance of service delivery.

On account of the importance of public service delivery, public servants need to be trained and provided with tools, their institutions reformed, and rules and procedures changed to facilitate enhanced delivery of service.

Tanzania had kept pace with such reforms and achieved reasonable results in the political as well as economic sectors, yielding a high economic growth rate of 5.2% and per capita income had nearly doubled, with inflation being lowered to around 5%.

Undoubtedly, sustainability of the successful reforms was imperative for the achievement of Tanzania's national aspirations as embodied in its Vision 2025 and the National Strategy for Growth and Reduction of Poverty (MKUKUTA).

As part of measures for sustaining the momentum of reforms, it had been decided to regularly publish a "State of the Public Service Report" to keep the citizens' informed about the performance of the government.

This had become even more important especially as improvement in public service delivery had led to higher expectations of the people, whereby some fifty per cent (50%) of the users of government services were now dissatisfied with the said services, such that the quality of public service delivery which had been improving was still unacceptable! This had compelled the government to adopt "accountability and responsiveness" as the main theme for its work. With that, the Government was more than ever committed to sustaining reforms to improve public service delivery.

It was therefore important to see the 28<sup>th</sup> AAPAM Roundtable as yet another platform for learning from one another to improve service delivery. In that spirit however, it was important to keep certain issues in mind during the deliberations, namely, the:

- I. need to make choices that are consistent with our environments;
- II. imperative of collaborating with one another to use current technologies such as ICT and bio-technology, collectively, since our individual country human resource capacities are rather low;
- III. recognition of central governments not being able to deliver services adequately, and hence to consider having central government share responsibilities with the citizens through decentralization, private sector, and civil society organisations.

Giving the Vote of Thanks, Hon. Dr. Mrs Pontso Sekatle, Minister for Local Government of the Kingdom of Lesotho, who is also the Hon. Patron of AAPAM, began by expressing AAPAM's gratitude to H.E The Vice President for the honour extended to AAPAM in coming to open the Conference. She thanked everyone who played a key role in the organization of the conference.

Finally, she posed a question which she hoped would be answered in the course of the conference. She requested delegates to reflect on the roles they play in their various public services and declare what contributions they have made in the course of their careers.



## Conference Deliberations

### PLENARY SESSION 1

#### TESTIMONIAL LECTURE, To Serve and Preserve: Motto for Becoming an Effective Permanent Secretary in the Changing World of Public Service

<b>Speaker</b>	Mr. Joseph Rugumyambeto
<b>Session Chair:</b>	Mr. John Mitala, AAPAM President, Head of Public Service & Secretary to Cabinet, Government of Uganda
<b>Rapporteurs:</b>	Mr. Gunstan Kunkuta and Mr. Raymond Mutagahywa

#### Presentation

In his Testimonial Lecture, Mr. Joseph Rugumyambeto listed the new roles of a Permanent Secretary (PS) as follows:-

- I. Change management;
- II. Managing the policy process;
- III. Branding or being the public face of the Government, and
- IV. Managing and accounting for resources.

He elaborated the four clusters of competencies required to effectively carry out these roles. These were:

- I. Leadership: He defined leadership as **the ability to influence** and remarked that it was the most important competency required. He went on to explain that a Permanent Secretary had to have vision, self discipline, personal integrity as well as an ability to learn continuously so as to be effective.
- II. Personal or self discipline which entails doing what you don't like, to achieve what you want.
- III. Learning or having a teachable spirit and humility to learn continuously.
- IV. Managing strategically: He described this as the process of defining goals and setting priorities within resource constraints.
- V. Communication: He noted that a PS must be communicative and able to present his/her case to superiors, subordinates, peers and external stakeholders if he/she is to achieve his/her goals.

VI. Personal skills: The presenter included time management and ICT skills amongst others in this competency and remarked that while they seemed like trivialities they were actually serious impediments to effectiveness.


Mr. Rugumyamheto mentioned some ways of applying these competencies by elaborating on the motto "**to serve and to preserve**". He noted that to serve is to take action and be accountable for performance, while to preserve involves being able to communicate effectively; having total and well founded convictions for goals; fostering this passion in others; being pragmatic about change while having the courage to accept failures and take corrective action

## Discussions and Recommendations

After the presentation, the participants had opportunity to share their views and queries in the light of what they heard. Some of the topical observations and responses were as follows:-

- I. The habit of political leaders of continuously changing the technical leadership undermined the consistency and sustainability of policy formulation and implementation work. Political and Civil Service leaderships were needed to work together and converge to develop strategies on how to handle this problem.
- II. The careful selection of civil service leaders as well as consistent and cohesive political leadership contribute to the top civil servants remaining on top of their jobs.
- III. Work balance was important so as to manage stress, especially at senior levels where it was important for leaders to find sanctuaries away from work.
- IV. Senior leaders should develop the staff under them and especially their immediate assistants through a management style of encouraging passion for goals and empowering them while increasing their responsibilities and opportunities for leadership.
- V. While there was a clear need for profiles of key competencies for public service leaders, it was not so clear that these profiles would vary significantly for leaders of coordinating institutions as opposed to service delivery institutions.
- VI. Professional competency to take on leadership roles was not simply a function of duration of service but rather the **ability to take on the leadership role**. As such, while duration of service can be considered a contributing factor it was not the major factor behind professional competency.
- VII. There is no optimal size of the public service in relation to the population. Rather one must focus on what the public services intend to achieve, be it improved remuneration, increased productivity or the like, when making down or right sizing decisions.





## PLENARY SESSION 2

### State of the Public Services in Africa

**Presenters:** Dr. Ijuka Kabumba  
Dr. Annie B. Chikwanha  
Dr. Weston Mafuleka

**Session Chair:** Mr. Tlohang Sekhamane  
Secretary to Cabinet, Prime Minister;s Office and  
Head of Public service, Kingdom of Lesotho.

**Rapporteurs:** Ms. Lucy Masoi  
Mr. Joseph S. Mbwillo

### Presentations

The second plenary session featured three presentations. The first by Dr. Ijuka Kabumba, Nkumba University, Uganda, was titled **Key Strategies for Fighting Corruption and Mismanagement in Order to Enhance Accountability and Service Delivery in African Public Services.**

Town, South Africa was titled **Assessment of Service Delivery in Africa – What the Citizens Say – Nature and Purpose.**

The third paper, presented by Dr. Weston Mafuleka, University of Zambia was titled **Review of Administrative Reforms and their Impact on the State Bureaucracy: Lessons for Africa from Zambia.**

In his presentation Dr. Ijuka Kabumba focused on the causes of corruption and what strategies should be taken to address the problem. In the preamble, the paper outlines the following challenges facing African countries: corruption, mismanagement, cronyism and the persistent failure to put the right persons in the right offices. The author made a distinction between bribery or petty corruption and grand corruption, both of which were present in Uganda as, well as mismanagement.

He listed the following as major causes of persistent corruption:

- I. Having citizens who tolerate corruption;
- II. A situation, where most citizens lack power;
- III. An environment where corruption seems to be part of the organizational culture;
- IV. Having leaders who directly or indirectly support corruption or are themselves corrupt;

- V. Lack of democracy to give voice to the citizenry;
- VI. Perceived or real socio-economic and political injustice;
- VII. Existence of too big a top-bottom gap in organizations;
- VIII. Poor remuneration;
- IX. Poor inadequate non financial forms of motivation;
- X. Poor internal audit systems;
- XI. Fear of competition for power, jobs, tenders etc;
- XII. Poverty;
- XIII. Lack of established policies, procedures and set standards; and,
- XIV. Greed.

The presenter highlighted on the causes of mismanagement, among which were the following:

- I. Corruption itself;
- II. Bad/weak corporate governance;
- III. Poor remuneration;
- IV. Lack of knowledge;
- V. Lack of experience;
- VI. Vaguely defined roles and responsibilities;
- VII. Lack of personnel manual;
- VIII. Lack of supervision, monitoring and evaluation;
- IX. Failure to accept/fear of advice on the part of superiors;
- X. Lack of information; and,
- XI. Lack of socialization..


He further went on to outline the strategies for fighting corruption and mismanagement. The following were mentioned as the main strategies:

- I. Removing perceived or real socio-economic and political injustice and having compression ratios in public organizations that are fair;
- II. Having citizens who do not tolerate corruption;
- III. Having leaders who are against corruption, and,
- IV. Institution of democracy.

Dr. Kabumba went on further to identify the strategies for fighting various forms of mismanagement, among others, he mentioned the following:

- I. Paying great attention to selection/recruitment of staff at all levels of the hierarchy;
- II. Having a system for handling complaints, including appeals;
- III. Having clear policies regulating secondary employment;
- IV. Regularly training and retraining of officers, with the training being based on Training Needs Assessment (TNA);



- 
- V. Being professional and working in teams;
  - VI. Correctly identifying, and responding to the major challenges to service delivery.

The second presentation by Dr. Annie B. Chikwanha focused on the study of assessment of service delivery in Africa. The paper supports the use of research in getting views and perceptions of the African Citizens from sampled countries in assessing the state capacity in service delivery.

Dr. Chikwanha's presentation was based on the result of the work of Afrobarometer Network of African researchers. She pointed out that, Afrobarometer conducted the surveys of over 56,000 African citizens in West Africa (Ghana, Mali and Nigeria), East Africa (Tanzania and Uganda) and Southern Africa (Botswana, Lesotho, Malawi, Namibia, South Africa, Zambia and Zimbabwe).

In her presentation she highlighted the most important problems facing African countries from the point of view of its Citizens. In order of importance. These were as follows:

- I. Unemployment
- II. Health care
- III. Education; and,
- IV. Poverty and hunger

Under the service delivery public schools, the following problems were identified:

- |                            |   |
|----------------------------|---|
| I. Lack of textbooks       | V. Poor condition of facilities           |
| II. Poor teaching          | VI. Education service too expensive; and, |
| III. Absent teachers       | VII. Demands of illegal payment           |
| IV. Overcrowded classrooms |   |

And, under the service delivery public clinics, the following problems were observed:

- |                        |                           |
|------------------------|---------------------------|
| I. Lack of medicines   | V. Expensive Service      |
| II. Lack of respect    | VI. Dirty facilities, and |
| III. Absent doctors    | VII. Illegal payments.    |
| IV. Long waiting times |                           |

Dr. Chikwanha concluded her presentation with data on the performance of Governments as perceived by African citizens on how their governments were performing using the following indicators:-

- |                            |                                   |
|----------------------------|-----------------------------------|
| I. Managing the economy    | VII. Addressing educational needs |
| II. Creating jobs          | VIII. Delivering household water  |
| III. Keeping prices stable | IX. Ensuring enough to eat        |

- |                                     |                                   |
|-------------------------------------|-----------------------------------|
| IV. Narrowing income gaps           | X. Fighting corruption            |
| V. Reducing crime                   | XI. Combating HIV/AIDS; and,      |
| VI. Improving basic health services | XII. Local government performance |

On the whole, while some countries came through fairly well, such as Botswana, a good number of them were perceived by the respondents as not doing very well on service delivery.

In his paper entitled **Review of Administrative Reforms and their Impact on the State Bureaucracy: Lessons for Africa from Zambia**, Dr. Weston Mafuleka first described the historical basis of administrative reform in Zambia spanning the colonial period to the third Republic. In all, Zambia had gone through four major administrative reforms.

The presenter noted that despite the reforms the public service of Zambia faces the following challenges:-

- I. education and training;
- II. recruitment and placement;
- III. restructuring in the public service;
- IV. the state bureaucracy's size and administrative costs;
- V. provision of administrative aids;
- VI. capacity strengthening through consultancies;
- VII. establishment of anti-corruption institutions and administrative behavioral change;
- VIII. performance management package; and,
- IX. job insecurity.

In conclusion, the presenter outlined the lessons for Africa from Zambia reform experience, as follows:-

- I. The African governments should right size the personnel instead of reducing the personnel without planning.
- II. We need to consider the experience in employing personnel in various positions.
- III. We need to approach the HIV/AIDS problem with International perspective in order to reduce its attrition rate on our bureaucracies.
- IV. The use of Information Communication Technology (ICT) is very important in African public services.
- V. We need to advise our African governments to avoid patronage appointments.
- VI. We need to balance the placement of specialist and generalist administrators in order to benefit from the merits and avoid the demerits of each category of functionaries.
- VII. We need to balance academic and professional status with competence and relevant experience in deciding placement.



VIII. Our governments, within the constraints of our economies, have to address the conditions of service of state functionaries in order to motivate them and strictly apply the Rule of Law.

## Discussion and Recommendations

The following were the key contributions and comments following the presentations:-

- I. Reform cannot succeed if we don't take into account the mindset of the public servants
- II. Public service reforms should encompass the following:
  - The economic factors
  - Demographic factors
  - Number of personnel vis a vis the workload in the department.
- III. African governments should address the problem of corruption.
- IV. Political patronage should be avoided.

## PLENARY SESSION 3

### Public Sector Reforms

**Presenters:** Dr. Margaret Kobia and Mr. Nura Mohamed  
Prof. Malcolm Wallis

**Session Chair:** Mr. Sandile B. Ceko – Secretary to Cabinet, Head of the Public Service, Swaziland

**Rapporteurs:** Dr. Benson Bana  
Dr. Stella Bendera

### Presentations

Two papers were presented in the third Plenary Session. The first was on **The Kenya Experience with Performance Contracting** by Margaret Kobia and Nura Mohamed of the Kenya Institute of Administration. The second paper was titled **Service Delivery and Access in South African Tertiary Education: Two Case Studies** by Malcolm Wallis of Durban University of Technology.

The Paper by Dr. Kobia and Mohamed started by pointing out the major challenges confronting public service delivery in African countries that included inadequate financial, material and human resources; inappropriate mindsets; unethical conduct; and lack of accountability.

The presenters outlined three phases of public service reforms in Kenya which had been formulated and implemented since 1993 in order to improve public service. These were as follows:

- I. Phase One (1993 – 1997) focused on cost containment through staff rightsizing and rationalization of government structures and functions,
- II. Phase Two (1998 -2001) aimed at rationalizing ministries and departments; and
- III. Phase Three (2002 – todate) which focuses on performance improvement and management in service delivery.

The authors revealed that despite the implementation of reforms there has not been a significant qualitative and quantitative improvement in public service delivery in Kenya. They attributed the failure to a process oriented model which informed public service delivery. The presenters argued the case for a result-oriented approach to service delivery which, *inter alia*, sits down well with Performance Contract (PC) initiative.

The presenters traced the origins of the concept **Performance Contract**, locating its roots in France in the 1960s. Controversies surrounding different meanings attached to the concept were illuminated in the paper. For the purpose of the paper, the authors defined Performance Contract as **a management tool designed to help public sector executives and policy makers define responsibilities and expectation between the contracting parties to achieve common mutually agreed goals.**


The paper critically examined the implementation of Performance Contract experiences in specific African Countries, namely Ghana, Swaziland and Gambia. They pointed out that there were neither many success stories to tell nor useful experiences for others to emulate.

The paper delineated five major impediments to successful implementation of performance contract initiatives in African countries as follows:

- I. Failure to institutionalize and create local ownership of the performance contract;
- II. Inadequate resources to cater for the targets set;
- III. Ambitious and unrealistic targets and objectives;
- IV. Failure of governments to honour their financial commitments; and
- V. Use of external consultants who have limited knowledge on the local socio-cultural and political contexts.

The paper further outlined the Kenyan experience on performance contracting, which was first implemented in 1989 but failed due to lack of political will, well formulated objectives, and inadequate financial resources and incentives.





The paper observed that Performance Contracting was re-introduced in 2003 with vim and vigour, including an official launch by the President in order to accomplish four-fold objectives which were:

- I. Improve service delivery by requiring top-level managers to account for results;
- II. Promote efficiency in allocation and utilization of resources;
- III. Institutionalize performance-oriented culture, including evaluation of performance and linking reward to performance; and;
- IV. Inculcate a culture of accountability by clarifying employees' obligation to accomplishing the targets set.

The paper delineated anticipated outcomes as a result of Performance Contracting initiative as follows:

- I. Decline on reliance on exchequer funding;
- II. Improved performance in service delivery;
- III. Increased transparency in resource utilization and accountability for results;
- IV. Linking reward on measurable performance; and
- V. Clear division of responsibilities.

On the basis of a survey involving a sample of 280 Senior Public Servants who were central in the implementation of performance contracting, the paper revealed that:

- I. The majority of respondents (72.2 percent) understood the goal of performance contracting;
- II. Most Ministries had signed performance contract with the government;
- III. Most respondents (86.4 percent) in the sample showed that their Ministries had strategic plans while 11.1 percent showed that their Ministries did not have the plans;
- IV. Most Ministries had departmental work plans;
- V. 56 percent of respondents had formulated individual work plans which was in consonance with their Ministries' performance contracts;
- VI. 66.8 percent revealed that their Ministries had formulated service charters;
- VII. Employees were not involved in the process of formulating service charters for Ministries;
- VIII. The majority of respondents (75.5 percent) had not received training in performance contracting;
- IX. Most of the respondents (about 64 percent) felt that Performance Contract would increase accountability among public officers;
- X. 62.1 percent showed that they did not have adequate resources to meet their performance targets; and
- XI. 25 out of 280 respondents had signed performance contract.

The presenters identified the major problems which, in the light of their survey findings, hampered smooth implementation of performance contracting initiative. These included the following:

- I. Inadequate resources;
- II. Resources were not made available on time;
- III. Ambitious and unrealistic performance targets; and
- IV. Unplanned transfer of staff.

Dr. Kobia and Mr. Mohamed went on further to outline challenges and recommendations for effective implementation of performance contracting initiative. These include:


- I. Continuous training on performance contracting;
- II. Allocation of adequate resources on time;
- III. Rewarding good performers;
- IV. Enhancing team-work spirit;
- V. Putting into place solid legal and regulatory frameworks;
- VI. The political top must respect operational autonomy of contracted Ministries or Departments;
- VII. Inculcating performance management and results-oriented cultures;
- VIII. Defining clearly outputs and performance measures; and
- IX. Designing and using appropriate instruments for quality control.

The second presentation was on **Service Delivery and Access in South African Tertiary Education** by Professor Malcolm Wallis. The paper looked at the issues of service delivery in institutions of higher learning. This issue was observed by the presenter as not having been thought of being as a problem in institutions of higher learning, given their autonomy status.

The paper was based on the case studies' findings from the University of Western Cape (UWC) which was mainly composed of coloured students; and University of Durban Westville (UDW) whose majority students were of the Indian origin. It reviewed the universities' initiatives and plans geared at promoting access to university education for students from disadvantaged background. The presenter observed that the concept "access" was not interpreted correctly by the programme implementers.

Faced with the dilemma of access, the two institutions addressed their challenges in very different ways. UDW opted for a special programme with a distinct management which had a lengthy experience borrowed from a foreign country, while UWC on the other hand, opted for a multi-pronged approach with a more dispersed leadership and management, co-ordinated by top leadership but managed by staff located in different parts of the University. The UDW initiative known as **Upward Bound**, was intended to





prepare high school students for admission into university. This initiative failed because of lack of communication in that the wider academic community was ill-informed; there was break down of trust; and inadequate integration in the context of an instable atmosphere.

The paper underscored the fact that it was of little use to have a vision if it was not communicated to the organization as a whole. The potential stakeholders were ignored by the management in the case of UDW and the Units which should have been involved were not.

The paper also noted the importance of having positive political conditions and degree of stability in an organization for successful implementation of a programme. The tensions that were experienced in UDW were, partly but significantly, due to incompetence and inadequate knowledge of the local contexts.

Furthermore, the paper notes that while universities have learning as their core business, they are not necessarily themselves learning organizations, that is they do not necessarily observe and act upon lessons learnt.

Finally, Professor Wallis observes that in the case of UDW, there was dilemma on whether to adopt centralized or decentralized systems and structures. The Upward Bound Programme was a central initiative by the Vice-Chancellor and whose implementation required support from within the various branches of the structure of the institution.

In the case of the University of West Cape (UWC), a multi-pronged approach was used. This entailed linking the Equitable Access Project (EAP) to the Strategic Plan of the UWC. The issue of equity and service delivery were explicitly addressed; access was stressed both in terms of enrolment management and mix of academic disciplines. There was trust and willingness of management to operate in an environment of transparency and accountability

The paper concluded by pointing to the lessons learnt from the two case studies' findings on service delivery and access in the country's tertiary education. These were outlined as follows:

- I. **Importance of managerial and leadership factors.** Performance management was not used as an effective leadership and management tool in the endeavours to extend access to university education to disadvantaged groups.
- II. **Issue of sustainability is an over arching one.** The UWC case showed that there was much going on. It is useful to stress that isolation of projects from the main institutional structures is not healthy for successful and sustainable management of public service programmes.

**III. Champions and Trust:** What works well is where you have a champion who is committed, trustworthy and giving support to his/her team players. UDW lacked committed and trusted managers. **Creating Learning Organizations:** Universities are ivory towers regarding the creation and dissemination of knowledge and facilitation of learning. However, they are poor at learning about themselves and the environment to which they are part. Universities need to transform themselves into continuous learning organizations.

**IV. Integration, coordination and communication:** These are important management tools in institutions of higher learning such as universities. Moreover, the programmes implemented in public service institutions should be well understood and the stakeholders must be made aware of the programme goals and objectives as well as benefits.


**V. Performance management and managerialism in a University context.** There is a need for genuine accountability in universities. For instance, lecturers should be required to account in case of mass failure in examinations.

## Discussion and Recommendations

After the presentations, the participants had an opportunity to share their views in the light of what they read and heard from the two papers. Issues emanating from the discussions were in the form of suggestions and recommendations as follows:

- I. The concept of performance management and its ensuing practices must be viewed more as a process than a system of prescribed rules and regulations. Performance Management is a tool which is context-sensitive, hence must be tailored to cater for organizational and individual needs.
- II. Performance management as a generic and flexible process must be extended so as to include the development aspects.
- III. Performance management and development process must be implemented in consonance to the core business and values of the civil/public service.
- IV. Performance contracting should focus more on effective and qualitative service delivery to the public rather than on evaluating the performance of an individual public servant.
- V. The public servants should be helped to understand the benefits of both performance contracting and performance management the **What is in it for me** question from the individual public servant should be answered.
- VI. Successful implementation of performance contracting and performance management presupposes the right measures and evaluation tools and reliable mechanisms. Knowing what to measure (the right thing) and how to measure it (measuring it right) is the lynch pin of successful performance management.
- VII. Indisputable political commitment is required for effective management of Performance Contract scheme. This is because the political top has the power to hold or release resources. Performance Contracts need top blessing and support.



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- VIII. Meaningful implementation of performance contracting initiative presupposes, among other things, recognition of the public good, which public services are created to produce and deliver to the citizenry. Deliberate efforts should be made in order to weed out vices such as favouritism and patronage in the public services.
- IX. Institutional learning as well as learning from experience are twin processes which are pivotal for the successful implementation of performance improvement initiatives.

## PLENARY SESSION 4

### Reforms and Best Practices

**Presenters:** Mrs. M. C. Mokhothu  
Dr. Paul N. Ndue  
Maurice A. O. Nyamunga

**Session Chair:** Ms. Ruth H. Mollel  
Permanent Secretary, Presidents Office,  
Public Service Management Tanzania

**Rapporteurs:** Mr. Mrisho Malipula  
Mr. Joseph Mbwilllo

### Presentations

The fourth plenary session featured three presentations. The first by Mrs. M. C. Mokhotu, National University of Lesotho, entitled **Problems of Administrative Reforms: Quality Service and Accountability**. The second paper, presented by Dr. Paul N. Ndue, University of Yaunde II, Cameroon, was entitled **Citizen Participation in the Delivery of Public Service in Cameroon**. The third paper, presented by Maurice A. O. Nyamunga, Consultant, Government of Botswana entitled **Best Practices in Public Service Delivery and their Reliability: A Case Study from Botswana**.

The first paper assessed the problems and challenges posed by the lack of accountability which leads to poor service delivery. It does also suggest measures to be taken into account for the purpose of rectifying the problems and facing the challenges. In her presentation Mrs. M. C. Makhothu outlined administrative reforms in Lesotho. She started by explaining the role of the government and proceeded to describe the Public Service reforms and the challenges faced by Lesotho and in the process pointed out problems of quality service delivery and the lack of accountability.



In describing the role of the government, the Paper outlined the following:

- I. The government has to provide facilities to the citizens such as:
  - Collective goods and services
  - National Defence
  - Road, Sewage and Public Sanitation
  - Protection of property rights
- II. It has to stabilize the economy through budget, monetary policies
- III. It has to maintain competition in business by monitoring the benefits of the free enterprise system
- IV. It has to protect the environment and natural resources
- V. It has to formulate economic and social policies
- VI. It has to provide goods and services to the citizens
- VII. It has to fight against unemployment.


The presenter mentioned that in developing countries, the above goals of effectiveness and efficiency has not been realized and this has led to public service reforms. She identified the underlying factors that led to reforms in Africa, among them being the following:

- I. Poor management
- II. Mismanagement of staff
- III. Long Processes of decision making
- IV. Lack of accountability
- V. Poor service delivery.

While acknowledging the problems in Quality Service delivery, the paper recognized the need to highlight the meaning of performance management and pointed out that performance management standards have been justified on the following grounds: providing a clear statement of what the organization is trying to achieve; a clear sense of direction and ambition; a focus on results delivery.

Mrs Makhothu further commented on the challenges of performance management and the following were mentioned:-

- I. Lack of clear job descriptions/work is too broad and general
- II. Improper structures
- III. Culture problems
- IV. Favoritism and nepotism
- V. Lack of implementation of law and policy
- VI. Lack of accountability
- VII. No standard/targets set
- VIII. No periodic review of work
- IX. Poor attitude including absenteeism, lack of commitment and corruption.



The presenter further contended that in order to do away with poor delivery of services to the public, accountability in the delivery of public service is needed in terms of:-

- I. Transparency
- II. Clarity of responsibility
- III. Responsive services to the citizens needs.

She argued that, there was a need for proper internal and external mechanisms to ensure accountability in the public service agencies.

Internal mechanisms include the following:

- I. Internal rules and regulations
- II. Code of conduct
- III. Management audits
- IV. Task description
- V. Periodic performance review
- VI. Management Information review
- VII. Monitoring and evaluation
- VIII. Inspectorates, and;
- IX. Management by objectives system.

For external mechanisms the following are mentioned :

- I. The legislature
- II. Auditor general
- III. Ombudsman
- IV. Committees in the parliament
- V. Civil society organizations and
- VI. Professional associations.

In her concluding remarks, the presenter highlighted the practical steps that need to be taken to strengthen the process of service delivery and accountability in public services. These steps are:-

- I. Citizen centred approach – (citizens should be involved through feedback)
- II. A code of corporate governance should be drawn to apply in all public bodies, a set of procedures, regulations, ethics and conduct should be drawn
- III. Proper structures (structures should enable accountability in the public service delivery decisions and procedures that allow monitoring of finances performance)
- IV. Performance management
- V. Performance related payment – individuals that perform well in accordance with intended goals and the public has given feedback about such person, they should be paid extra for the work well done
- VI. Awards for individuals and organizations
- VII. Annual retreats for introspection – each ministry/department should meet once in a year to review its operations

- VIII. Training and development of staff
- IX. Strengthening public service leadership – good leadership is essential for high quality services and accountability
- X. Strengthen external accountability mechanisms.

The second presentation focused on the topic **Citizen Participation in the Delivery of Public Service in Cameroon**. This paper examined the service rendering dimension of the Public Service with reference to the ethical guidelines required for public service which are based on the body politic and community values.

In his introduction, the presenter outlined the principles that guide the reforms in Cameroon namely: constitution/public statute; public accountability and requirements of democracy; and those from the community values. The presenter added that the main reason of public service transformation in Cameroon is **service to the people**. Citizens need to be consulted about their needs and priorities.

The presenter suggested the following strategies for improving the delivery and quality of public services:-

- I. Consumer organizations
- II. Consulting users of service
- III. Increasing access
- IV. Providing More and Better Information, and;
- V. Increasing Openness and transparency.

The third presentation was on **Best Practices in Public Service Delivery and their Reliability: A Case Study from Botswana**. In his presentation, Mr. Maurice Nyamunga dwelt on how Botswana was able to undertake its reforms, lessons learnt, successes, challenges and the strategies to address the challenges encountered.

The presenter highlighted the pillars of public service reform initiatives in Botswana as focused on:-

- I. Entrenchment of the Planning Process and Analysis
- II. Prudence in Resource Management
- III. Capacity Building.

He went on to highlight seven areas identified by the people of Botswana which forms the basis of a national vision to be achieved by the year 2016 when the country will celebrate its Sixth Anniversary:-

- I. An educated and informed Nation
- II. A prosperous, productive and innovative Nation
- III. An open, democratic and accountable Nation
- IV. A safe and secure Nation
- V. A moral and tolerant Nation



- 
- VI. United and Proud Nation; and,
  - VII. A Nation with BOTHO (HUMANITY).

Mr. Nyamunga described the Performance Management System (PMS) instituted in Botswana in 1991 to provide a comprehensive and holistic approach to Public Service Reform and address the gaps that earlier were not fully addressed. The gaps filled with the PMS are:-

- I. Visionary leadership
- II. Planning for performance
- III. Managing performance
- IV. Reviewing performance and
- V. Rewarding performance.

The presenter also highlighted service improvement initiatives that the Botswana Public Service is implementing, namely, process re-engineering, customer feedback and public service convention.

The paper also dealt with issues related to human resource development which to Botswana, is centrally linked to mindset change. In Botswana this is done through success plans, leadership development initiatives and cabinet retreats.

The presenter concluded his paper by describing Lessons, Successes and Challenges experienced by the Botswana people since the inception/implementation of the reforms and suggested strategies to overcome the challenges. The lessons are:-

- I. There must be compelling reasons for change
- II. Reforms must be relevant and appropriate
- III. Reforms must be integrated and aligned to the overall purpose of the reforms; and
- IV. There must be consistent benchmarking for new ideas and innovations.

The successes include:

- I. All ministries have strategic plans that are aligned to the higher national goals.
- II. Performance reviews are conducted quarterly and reports made to cabinet
- III. There is an emerging culture of consultation, team work and customer focus
- IV. There is recognition of the importance of measurement in the performance management process; and
- V. There is a leadership driven transformation.

Among the challenges are the following:

- I. Mindset transformation
- II. Inadequate commitment at some levels
- III. Size of public service
- IV. Slow application of measurement in some cases because of lack of baseline data; and
- V. Cost of reforms.

The following were mentioned as strategies for addressing the challenges:-

- I. Development of human resource capacity
- II. Institutional reviews
- III. Introduction of performance contracts and agreement for leaderships; and
- IV. Introduction of performance based Reward System.

## Discussion

The discussion and questions raised in this plenary revolved around the following issues:

- I. The relationship between time management and culture is important;
- II. The necessity of consumer education;
- III. The results of the Afro-barometer that ranked Lesotho high in terms of social service delivery. The question here was the service good or the people were tolerant? A response was that the people were experiencing improvement in service delivery;
- IV. The necessity of the African countries to match the implementation of the reforms and the administrative values;
- V. The centrality of mindset change for efficient and effective public service delivery;
- VI. The imperative of technical innovations for public service delivery;
- VII. The need for reforms to be owned by respective ministries and departments as opposed to the perception that they belong to the central establishment;
- VIII. The need for a people demand driven public service delivery system;
- IX. The time allocated for key presentation. On this delegates requested more time to be allocated to key papers in future.

## PLENARY SESSION 5

### Human Resource Management

**Presenters:** Prof. John W. Forje,  
Prof. Stephen Adei

**Session Chair:** Mr. Eric Molale  
Secretary to Cabinet , Permanent Secretary to the President,  
Botswana

**Rapporteurs:** Mr. Raymond Mutagahywa  
Ms. Lucy Massoi

### Presentations

The fifth plenary session featured two presentations. The first by Prof. John W.Forje of the University of Yaounde II Cameroon, was entitled **Human Resources Development**



## **Policy Making and Management: The Take off to Effective Public Services Delivery in Africa.**

The second paper, presented by Prof. Stephen Adei of the Ghana Institute of Management and Public Administration, was entitled **Managerial Leadership of the Civil Service: A Case Study of the Accelerated Training of the Top Echelon of Ghana's Civil Service.**

Prof. John W. Forje in his introductory remarks highlighted the major challenge of human resources development in Africa. He argued that **It is in Africa, and with the aid of Africans, that the education and character-training of the African must be carried out.**

He explored the problem and the challenge on human resources development policy-making and management noting that:-

- I. Structural problems and root causes are part of the problem of **state affairs**, but a key question for policy-makers is how weak states deal with crisis;
- II. It is not generally the state that **fails**, it is the government or individual leaders;
- III. Building or rebuilding faith in the idea of the state requires transformation in mentality as much as it does in politics;
- IV. There is much to learn from history, but the wrong lessons are frequently the ones most enthusiastically embraced;
- V. Human resources development constitute the most fundamental weapon for giving added value to natural resources;
- VI. Africa is poor in the midst of plenty because its potential human resources have not been developed and appropriately used;
- VII. Yet Africa today is not only exporting natural resources but its human capital.

He noted that Africa cannot develop without paying critical attention to the following:

- I. Development of its human resources;
- II. Empowering and positively utilising the currently marginalized women who constitute over 52.9 percent of its population and bringing that critical mass to the plus-side of the development continuum along with youth empowerment;
- III. Building a critical mass in science and technology and utilising indigenous knowledge;
- IV. Ensuring continuous production as well as knowledge consumption.

He pointed out the need for **Africa to turn its brain drain into brain gain and to build a new image for itself.**

Prof. Stephen Adei prefaced his paper by presenting a model that he argued characterises the development of nations since World War II, namely:-

- I. Visionary leadership;
- II. A long term (around 20 years) of credible national development agenda with buy in of top leadership;
- III. Managerial and leadership capacity within the public service;
- IV. Accountability, integrity and transparency of political and civil leadership reduces corruption;
- V. Cultural change driven by the top leadership in the sense of developing mindsets that assure values that accord development such as good work ethic, time management etc.

His paper focused on the need to build managerial – leadership capacity of the public service using the case study on a training programme, which the Ghana Institute of Management and Public Affairs (GIMPA) was carrying out to improve the leadership capacity of Ghana's top civil servants.

He started by providing a historical context of the various phases of public service reform which had taken place in Ghana since independence from the initial focus on Africanization of the civil service, to the structural adjustment programs of the 1980's, the administrative reforms of the 1990's to recent reforms that focused on Governance issues.


Despite the reforms, the public services of Ghana and especially the core civil service were plagued by persisting challenges which include:-

- I. Leadership weakness
- II. Values and work ethic
- III. Ownership of reforms
- IV. Limited improved service delivery
- V. Weak capacity to build capacity
- VI. Brain drain.

The challenges have necessitated a 5<sup>th</sup> generation of reform in Ghana characterized by:-

- I. emphasizes on a managerial leadership capacity building;
- II. the role of leadership on improved service delivery;
- III. the need to combine training, improvement in service conditions and higher political commitment.

At the core of the new reform was an accelerated training programme of Chief Directors (Permanent/Principal Secretaries) and Directors and reinstatement of GIMPA as national management development institute (staff college).



The training focused on areas such as leadership and strategic management, decision making and problem solving, policy formulation and management, customer care, managing people, negotiations, financial management, communication, managing ministerial organizations and personal organization.

Prof. Adei observed that what set the current phase of reform in Ghana apart from the previous ones was its focus on the attitude, capacity and performance of the managerial leadership of the public service. He argued that so far all Chief Directors (PS) have undergone a three-week accelerated residential training programme with focus on the competences needed to manage and lead bureaucratic organizations which had previously been taken for granted.

### **Discussion and Recommendations**

After the presentations, the participants had an opportunity to share their views and queries in the light of what they had read and heard. Some of the topical observations were as follows:-

- I. A key reason for skilled Africans leaving their countries of origin (and so contribute to brain drain) was that they did not feel they could make themselves useful in the context of the prevailing socio-economic and political regimes;
- II. African Governments were urged not to regard brain drain only as a problem, but rather to manage it more strategically for the benefit of the continent. An example was given of remittances from expatriate workers which considerably outstripped foreign aid in some countries but which were not being managed systematically;
- III. Public sector workers should be remunerated so as to enable them to focus on their jobs. Furthermore such workers should be held accountable in the event that they contravene work ethics;
- IV. Initiatives to build the managerial capacity of top civil servants (such as GIMPA's "Accelerated training program for top civil servants") show that these are not easy and indeed required both the political and civil service leadership to converge on the need for such;
- V. The continuous improved management and development of human resources in the public sector and especially the capacity building of the leadership of the services are important to achieving reform objectives and improving service delivery.

## PLENARY SESSION 6

### Human Resource Management

**Presenter:** Dr. Faisal H.H. Issa, President's Office, Public Service Management, Tanzania

**Chair:** Mr. Eric Morale –Secretary to Cabinet, Permanent Secretary to the President of Botswana

**Rapporteurs:** Dr. Benson Bana  
Dr. Stella Bendera

### Presentations


Two Papers by Dr. Faisal H.H. Issa on ***Human Resource Development: Effective Service Delivery*** and Mr. Joseph O. Dada on ***Motivating the Public Service for Improved Service Delivery: Research Findings*** were circulated but only the first was presented at the plenary as the author of the latter had not yet arrived at the conference.

Dr. Faisal H.H.Issa noted that Human Resource Development covers knowledge and abilities including the concept of continuous learning whereas training tended to be subsumed under the word **development** and showed that training is more practical and is an activity which has direct cost implications. Training should therefore be reflected in Human Resource Plans.

The presenter critically analysed Human Resource Development (HRD) model and its linkage with the Public Sector Reform Programme in Tanzania as well as macro level policies, including Vision 2025 (MKUKUTA). He acknowledged that the nature of service delivery in the public sector is dependent on the national policy environment and internal organisational processes affecting people management issues including staff training and development. The paper further observed that the HRD model locates Human Resource Development at the centre of the Public Sector Reform Program. The components of the HRD model are:-

- I. Systems and processes;
- II. Technical abilities (specialists);
- III. Managerial competence (generalists);
- IV. Understanding of goals and responsibilities;
- V. Flexibility and adaptability;
- VI. Staff morale.





He critically examined the Public Sector Reform Programme in Tanzania. He stated that the programme is planned and implemented to create the right circumstances for effective public service delivery. Thus a reform programme connotes planned change, changed goals and initiated change processes. However, he emphasized that in order for change to occur, a catalyst is required, and successful implementation of service delivery programmes will depend on those who are managing the systems and processes.

The presenter insisted on the need for training and development of staff, especially those in the middle level as well as at leadership and managerial levels and outlined the twin objectives of Human Resource Development. First, to inculcate necessary attitude to acceptance of change and, second, to create capacity to implement and manage change.

On the basis of the foregoing context, he identified several areas of the Public Service Reform Programme whose successful implementation presupposedly focuses on training and development interventions. These were:-

- I. Leadership Management and Staff Development Component;
- II. Capacity enhancement initiatives which include inter-alia retreat forums, study tours, other training initiatives and improved/view systems and processes;
- III. Open Performance Review and Appraisal System (OPRAS);
- IV. Leadership Excellence Program;
- V. Clients Service Charters;
- VI. Integrity and Diversity Policy and Frameworks;
- VII. Human Capital Management Information System (HCMIS) and IT.


Furthermore, the presenter discussed the transformation process of a public servant from a **generalist** to a **specialist**. He said often public servants are employed as specialists and through work experience and management development programmes they gradually become generalists. For this to happen, an organisation should formulate and implement a succession plan. The paper also underscored the need for meritocracy in public service. The public service needs over the long term, to employ suitable candidates through recruitment of people with right competencies.


He concluded by putting emphasis on the need to have a career sensitive Human Resource Development programme at every level of management.

## Discussion and Recommendations

The highlights of discussions and observations were as follows:-

- I. There was a consensus on the fact that Human Resource Development is a lynch pin of successful implementation of public service reforms and effective delivery of public services;

- 
- II. Training programmes and initiatives are distinctive subsets of Human Resource Development function in the public/civil service. As such, training is part of Human Resource Development and should be linked or integrated with other HRD practice areas;
  - III. HRD practices and programmes should be delivered from, and vertically integrated with the public service strategic plans and other components of public service reforms. This is important in order to achieve coherence and synergy in public service delivery;
  - IV. The HRD function in the public service must be planned and implemented in accordance with changes at the global level. The function must be flexible, responsive and adaptive in different ways, for instance:-
    - It should not overemphasize training at the expense of other HRD interventions.
    - It should be driven by the need for continuous professional and career development consonant to the public/civil service and public servants' training needs.
    - HRD interventions should be geared at creating multi-skilled staff for the public service, which is pivotal for leadership and management development.
  - V. Retreat fora and study tour programmes are useful strategies for disseminating knowledge, skills and attitudes on various issues pertaining to the management of the public service. However, the fora and tours are prone to abuse and misuse and must be monitored. It was recommended that:-
    - Retreat fora are useful and effective tools for creating team work in case of either a change of leadership or a paradigm shift.
    - Retreat fora should be carefully organized and aimed at achieving specific objectives and tangible results.
    - Study tours should, as well, aim at enabling participants acquire knowledge and competencies required for effective delivery of public services.
  - VI. HRD function should not be implemented using a **piece-meal** approach. The function should be looked at and carried out using a **holistic** approach if it is to add value to government business;
  - VII. Opportunities for human resource development, especially training should be made available to all public servants fairly and transparently based on annual training and development plans;
  - VIII. Deliberate efforts should be made to ensure that political imperatives (patronage and nepotism) do not override meritocratic principles in recruiting and staffing the public service entities especially in the event of change in the political leadership or government;
  - IX. AAPAM has a noble role to play in promoting professionalism and ethical conduct in administration and management of the public services in Africa. As such:
    - The association should initiate and formulate strategies to enable the African political leadership realise and appreciate the imperatives of a professional and meritocratic civil/public service.

- 
- X. Public servants should not be frightened by the recruitment policy and decision of governments to recruit and appoint senior staff (poaching) including Permanent Secretaries from the private sector to fill leadership and managerial positions in the civil/public service provided that is the norm;
- XI. Experience from Kenya in appointing some senior officers from outside the service reveals more benefits rather than losses, including:-
- Injecting into the Public Service leadership and managerial ethos as well as best practices from the private sector.
  - Obtaining cross-fertilization of leadership and management ideas, i.e. good competency – mix.
  - Bringing into the civil/public service new thinking and ways of running the government machinery recommended that AAPAM should consider organizing future round table conference around the theme of Human Resource Development which is a lynch pin of effective public service delivery and sound human resource management.

## PLENARY SESSION 7

### Policy Management

**Presenters:** V. Opio Lukone Mr. Faustin Noundjeu

**Session Chair:** Mr. Vincent Fondjo, Charge De Mission, The Presidency, Cameroon

**Rapporteurs:** Mr. Raymond Mutagahywa and Mr. Joseph Mbwilo

### Presentations

The seventh plenary session featured two presentations. The first by Mr. V. Opio Lukone, Permanent Secretary and Deputy Secretary to Cabinet, Office of the President, Uganda was entitled **The Centrality of an Effective Policy Management Framework for Effective Delivery of Services to the Population in Africa**. The second paper, presented by Mr. Faustin Noundjeu of Yaounde, Cameroon was entitled **Impact de la Decentralisation Sur La Gouvernance Urbaine au Cameroun: Cas De la Ville de Bangangte**.

Mr. Lukone provided a brief background on policy making and its importance which culminated in him stating that policy was arguably the primary output of Government. He went on to describe a generic policy management framework, gave an overview of policy making challenges in the African context, and demonstrated how policy could be delivered effectively.

He first noted that a policy management framework allowed the country's top leadership to systematically design and accomplish its leadership agenda. He added that this would help Government's move from reacting to events, to long term planning.

The presenter made it clear that policy management was a continuous and cyclical process and presented a model that delineated the policy management process into two major components viz:

- **Policy Formulation:** This consists of Policy identification, Policy Analysis and Decision making phases.
- **Policy Implementation:** This included the dissemination of decisions, models of implementation as well as a monitoring and evaluation phase.

He argued that the offices responsible for managing the policy process in Governments should focus on ensuring that processes occur rather than micro-managing for specific outputs.

The presenter went on to describe various challenges faced in policy making including:-


- **Policy viability:** He argued that it was wrong to assume that the bureaucratic discipline was adequate for policy implementation. He proposed that Ministries should prepare implementation plans at the time of policy proposal so as to (a) demonstrate practicability (b) ministerial capacity and (c) identify stakeholders so as to mitigate implementation problems.
- **Communication:** Government needs to work harder to **sell** policies as it often faces problems implementing even competent policy interventions due to poor public relations and political salesmanship.
- **Evaluation:** The presenter noted that this scarcely happened and was characteristic of mature management systems. Given that such management systems were rare in themselves, he suggested that the focus should be on policy formulation and implementation for now.

Mr. Lukone then presented a four stage policy process that involved the:-

- I. The executive setting broad policy commitment's
- II. Ministries preparing policy/budget proposals so as to deliver commitments
- III. The executive providing adequate resources and
- IV. Ministries implementing policy.

The presenter then spoke on the perceived weaknesses of African Governments in the light of the above model.

The second presentation focused on the topic **Impact of the Decentralization on the Urban Governance in Cameroon: Case of the City of Bangangte**. It described how the city of Bangangte had improved the provision of public services after decentralization.



The presenter noted two opposing theories of urban governance and demonstrated how moving from applying one to the other led to differing rates of development:-

- I. Pessimistic view: This was predicated on centralizing power;
- II. Optimistic view: This was predicated on more democratic and decentralized provision of services.

He noted that while the Central Government in Cameroon attempted to make decisions for the city, a myriad of problems occurred mainly because Government officials were far removed from the realities on the ground and did not apply their authority effectively. Some of the problems the presenter alluded to were:-

- I. Lack of plots: due to allocation from the centre
- II. Unemployment: due to lack of business/industries
- III. Lack of water and health facilities.

The presenter then described how the citizenry of Bangagste managed to solve some of their problems, when given the autonomy to do so by the central Government.

Some of the examples given were;

- I. They utilized previously vacant land to provide for public services such as public toilets and a mortuary.
- II. Construction of a market: This led to the creation of 250 direct and indirect jobs while providing revenue to the city council.
- III. They approved the construction of a private university, focusing on medicine and pharmacy to service citizens who hitherto sent their children abroad.
- IV. They contributed to the construction of a high school.

The presenter then stated that this work by the community was facilitated by the development of an Institutional framework emphasizing:-

- I. The clarification of different urban actors roles and their ability to formulate and implement urban policies
- II. The facilitation of the establishment of voluntary, community based and non-government based organizations
- III. The facilitation of the legal recognition and consolidation of organized communities.

He also noted the importance of forming partnerships, involving local communities and being creative in mobilizing and managing finances.

## **Discussion and Recommendations**

The discussions after the presentations touched on a wide variety of examples of problems and issues. The following were the key observations:-

- I. Consultation in the policy making process should be formalized so as to involve all relevant stakeholder groups from the policy initiation stage. This would be so as to mitigate the possibility of resistance during policy implementation.
- II. Given the weaknesses evident in the policy management process in Africa, a deliberate focus has to be placed on developing the bureaucratic capacity for policy management and especially policy implementation.
- III. Decentralization can be a positive instrument to deliver services where local capacity exists as at Bangangle.

## PLENARY SESSION 8

### Public/Private Sector Participation in Service Delivery

**Presenters:** Dr. Honest P. Ngowi  
Dr. Josephat Itika / Dr. E. Mwangeni

**Session Chair** Dr. Joshua Kanganja, Secretary to Cabinet  
Head of Public Service, Zambia

**Rapporteurs:** Dr. Stella Bendera  
Ms. Lucy Massoi


### Presentations

The eighth plenary session featured two presentations. The first presentation by Dr. Honest P. Ngowi Senior Lecturer in Economics Mzumbe University, Tanzania on **Public-Private Partnerships (PPPs) in Service Delivery: Application, Reasons, Procedures, Results and Challenges in Tanzanian Local Government Authorities (LGAS)**. The second paper for this session was prepared by Dr. Josephat Itika and Dr. Eleuther Mwangeni from Mzumbe University, Morogoro, Tanzania which focused on **The Benefits of Public Private Partnership in Health Service Delivery: Evidence from Selected Cases in Tanzania**.

In his introductory remarks, Dr. Ngowi pointed out that, public sector dominated in service delivery in LGAs up to mid 1980s. The changing roles of public sector in Tanzania led to the need for private sector involvement, thus Public-Private Partnerships (PPPs). He pointed out the following as features, of PPPs in Tanzania:-

- I. PPP is still in its infancy and still taking shape;
- II. It is the product of reforms that started in mid-1980s when privatization policy was introduced;
- III. The main objective of PPP is better service delivery to the public/citizens.





The presenter focused on PPP in Morogoro Municipal Council which centered on revenue collection management of municipal council assets, sanitation, land survey etc with the view of achieving better service delivery, increase revenue, cost effectiveness, control of dishonest of municipal council employees.

The paper demonstrated that PPP has performed in Morogoro in terms of:-

- I. better service delivery in all areas of application except auctioneering
- II. reduced bad smell and improving drainage, lighting and security
- III. increased revenue collection by 75 to 100% while tax payers seem more satisfied.

He identified the key issues for the successful introduction of PPPs in Morogoro, as follows:-

- I. availability of private sector with the needed service delivery capacity
- II. ability and willingness of parties to honour contractual obligations
- III. transparency in transactions among parties.

On general challenges in applying PPPs concept he noted:-

- I. newness of the PPP concept; not understood/supported by all and scepticism;
- II. private sector problems /characteristics arising from inexperience size of operators etc.
- III. bureaucratic inefficiency, weak incentive
- IV. inadequate capacity to oversee PPP arrangement: contractual, resources, conditions.

The paper concluded that:-

- I. PPP is practised in Tanzanian LGAS
- II. application of PPPS has led into improved service delivery in Morogoro
- III. PPPS can lead into better services delivery in other LGAS
- IV. however, there are a number of challenges to be encountered.

The objective of the second paper by Dr. Itika and Dr. Mwageni centered on providing evidence of the benefits of PPPs based on stakeholders' point of view. It argued that:-

- I. Historically the private not for profit organizations have been working with the government to deliver health services
- II. The private for profit was prohibited particularly by Private Hospitals Regulations Act of 1977.
- III. From 1994 through to 2000s the country has experienced various reform agendas and strategies.
- IV. The focus has been to make the Ministry of Health and Social Welfare be policy developer, coordinator, advisor and regulator.
- V. The Ministry of regional administration and local government be implementer
- VI. Health boards are entrusted with Management.



On PPP arrangements in the health sector the authors noted the following:-

- I. PPPs are a mixed grill of formal, semi formal and informal arrangements for sharing available resources and expertise between the local authorities and private sector organisations.
- II. Partnership was solicited either by the local authority or the private sector with the objective of sharing available resources mainly for the improvement of Reproductive and Child Health Services and HIV AIDS programmes.
- III. The types of resources shared include staff, expertise, offices, furniture and fittings, transport, cash for salaries and other necessities, vaccines and related accessories.

They presented the benefits of PPPs in the health sector of Tanzania under the benefits to beneficiaries and the service providers. For the beneficiaries, benefits include:

- I. Average reduced distance to the health centre
- II. Service costs recovered from transport
- III. Reduced number of walking hours
- IV. Reduced number of waiting hours
- V. Extra mean number of health services received
- VI. Service reliability
- VII. Positive effect of reliability on service attendance
- VIII. Influence on attendance for non PPP services.

For the private service providers, the benefits include:-

- I. Capacity to deliver
- II. Reduced operational costs
- III. Profits
- IV. Sharing information
- V. Private staff were trained almost freely
- VI. Stationery support
- VII. Supplement of the costs of electricity and salaries
- VIII. Office room, Furniture and other accessories
- IX. Maintenance, Record keeping and supervision.

The presenters concluded their presentation by highlighting the following lessons learnt:-

- I. PPP has been a right policy option for improved health service delivery
- II. Specific regulations for PPPs are necessary
- III. There is need for national PPP coordinating organ
- IV. More decentralization of resources and capacity to the local level
- V. Develop more conventional PPP programmes.



## Discussion, Conclusions and Recommendations

After the two presentations, the Chairperson commented that the message from both papers was clear and that as far as Public/Private Partnership (PPP) is concerned, it was important to look at the operating context on the ground level. Having said that he invited discussions from the participants. Summary of responses were as follows:-

- I. Necessity for empowerment of consumers of Public/Private Partnership (PPP) services to protect them from unsatisfactory services provided;
- II. Profit maximization of the private sector must be balanced by the need to provide service by the public sector;
- III. Unsatisfactory performance of PPP partly depends on the quality of public sector oversight;
- IV. Empowerment of private sector given their weak financial background of the sector in some cases;
- V. The need for institutional arrangement to provide guidance on PPP;
- VI. Absence of legal and regulatory framework to guide effective PPP;
- VII. Problems in identifying who will provide the services;
- VIII. The assumption that the private sector is more efficient is questionable;
- IX. Non-involvement of those being provided with service through PPP.

Participants then noted that:-

- It was acknowledged that PPP was useful and that it is a new area to study. The empirical evidence provided in the presentation showed its potential usefulness;
- The profile of service providers should have been shown to contextualise the position of Mzumbe University and the author's interest on PPP;
- PPP service delivery operates under contractual terms and the public sector must ensure that conditions are met;
- The private sector has to be accountable to shareholders, hence PPP has to be smart to ensure that they get profit through the services delivered;
- Improvement in revenue collection through PPP is an indication that public institutions with this responsibility are failing;

On sharing experiences on PPP, a case was presented from the experience of the Public Service Reform Program in Tanzania (PSRP) and the Private Sector Participation (PSP) components.

Explanation was given that the Public Service engage consultants who advise on which areas to partner with, currently they are security, clearing and gardening. Ministries, Departments and Agencies have also identified areas to partner with the private sector. Contract management is worked upon for smooth operationalization.

The Kenyan experience was shared. PPP is strong in Kenya and they have formed the Economic Council and PPP can be assisted.

## Recommendations

- I. Institute Legal and Regulatory Framework for smooth operationalization of PPP;
- II. Create local funding through use of local investors where PPP can access funding for efficient service delivery;
- III. In the spirit of partnership, the Government may subsidise PPP;
- IV. Inform and involve clients who receive services through PPP on the processes involved;
- V. Institute a national coordinating organ but ensure that it is not bureaucratic;
- VI. It was observed that the population in most African countries live below the poverty line where as PPP caters for elite and quasi elite, there is need for safety nets for these people.

Forty percent of people receive services from the private sector, at the same time, the public sector is not that strong. Thus, while sorting out institutional framework and how to avoid risks something needs to be done. Since it is not possible to have vigorous PPP there is a need to learn from experience, to try to avoid mistakes and move on for better PPP operations for the benefit of the public.

## PLENARY SESSION 9

### Decentralisation

**Presenters:** Prof. John Forje  
Dr. Paul Ndue  
Mr. A. Kabagire


**Session Chair:** Mr. Joe D. Issachar,  
Head of the Civil Service,  
Republic of Ghana

**Rapporteurs:** Dr. Benson Bana  
Mr. Mrisho Malipula

### Presentations

Three papers were presented and discussed in this plenary. The papers were: **Rethinking Decentralisation and Devolution of Power within the African Context: Challenges and Opportunities** by Prof Forje; **Decentralisation in Africa: Lessons of**





**Success and Failures from some Francophone African Countries** by Dr. Ndue and  
**Decentralisation by Devolution: The Case of Tanzania** by Mr. Kabagire.

The first paper attempted to provide a critical analysis of the decentralization process in Africa. It highlighted the challenges that Africa is facing to decentralize its governments for improved governance and service delivery. It also brought out opportunities that can be registered from decentralization and recommends measures to be taken into account for reaping such opportunities.

In his introduction, Prof. Forje argues that the post independent African state because of colonial legacy had centralized power. The civil society and local government organs were not critical partners in the political, economic and service delivery initiatives. Such state of affairs had a negative impact on service delivery.

Prof. Forje mentioned the following three reasons that necessitated decentralizing institutions and centres of power as a way of realizing improved service delivery:

- I. Failure of the existing state institutional structure to provide dynamism for an inclusive society;
- II. The need to care and nurture democracy engaging communities and citizens, accountability, equity and inclusiveness; and
- III. The need for institutions that command respect, legitimacy, accountability and that can instill confidence and trust within society.

The presenter argued that decentralization creates opportunities to improve efficiency in governance and service delivery as:-

- I. It enhances effectiveness through de-bureaucratisation and serious reduction in the number of interacting mechanisms of forces involved in service delivery;
- II. It empowers a stakeholder to be active partners in the process of quality service delivery, to ensure a social contract between the state, and public sector.

He highlighted the problems/challenges that decentralization is facing in Cameroon:-

- I. Lack of political will on the part of central governments and ruling parties;
- II. Disunity among opposition political parties in charting a comprehensive approach to solving governance issues; and
- III. Passive civil society.

The presenter concluded his presentation by reiterating the position that decentralization is imperative for good governance and service delivery but the challenges for its successful implementation are serious and demand to be addressed.

The presenter provided recommendations to effective decentralization including the following:-

- I. The momentum for democratization and decentralization cannot be stopped, but should be accelerated to give the people a say in the structural-functionalism of the governance system;
- II. Participatory democracy has unquestionably been increased in some countries, but not everywhere in terms of substance;
- III. Increase in the pluralism of the political process in certain cases diverted attention of public managers from rendering non-partial services to the public; ethnic hegemonic forces, patron-clientele relationship is slowing down the issue of power devolution and quality service delivery;
- IV. Public pressure is mounting for quality delivery service and devolution of power to other centres of authority for the authoritative allocation of scarce resources and services;
- V. Decentralised institutions should incorporate the disadvantaged groups especially, women, children, youths and the elderly in local economic development strategic projects;
- VI. Human capacity development must be intensified to improve the efficiency and output functions of local institutions, and in collaboration with other stake holders to engage in monitoring and evaluation;
- VII. Local communities should ensure that the decentralization process leads to the creation of truly and genuinely democratic; participatory, **bottom-up**, *an all inclusive* decision-making processes and involvement of the vast majority of the population;
- VIII. To ensure that local councils respond to the needs of the community, measures must be articulated and aggregated that effectively ensure sustainability in respect of funding, less interference by central administration; transparency, efficiency, productivity, accountability and quality service delivery community institutions;
- IX. In this regard, and in respect to sustainability, and as a long-term measure, local communities should begin focusing on local economic development;
- X. A democratically elected government (local and national) is accountable to its citizens/electors and it is the duty of such elected bodies to add legitimacy to LED strategy and to sustaining the democratization process;
- XI. The long-term goal of decentralization should be "inclusiveness" and improving the general quality of living standard of the people.

The second presentation by Dr. Ndue on Decentralization in Africa sheds light on the constraints to decentralization strategies for successful decentralization in Africa, and makes a comparative study of success and failures of decentralization efforts in selected francophone countries. It also reviews the challenges and innovations that have been initiated in the region.

The major constraints to successful decentralization pointed out by the presenter are:-

- I. Fear that democratic decentralization will aggravate ethnic, regional and class differences;





- II. Widespread perception by some political and administrative leaders that decentralization is a zero-sum game of losers and winners rather than a positive-sum game in which all stakeholders benefit in the long run;
- III. Weak institutional capacities for formulating and implementing decentralization reform policies and for facilitating central-local government co-operation;
- IV. Ambiguous signals from donor agencies – at one time stressing the need for decentralization and at the same time undertaking or supporting programmes and processes which run counter to decentralization reform;
- V. Unwillingness by central governments to provide adequate financial and political resources for decentralized agencies;
- VI. Absence of democracy and weak structures of accountability and decentralized agencies to the people;
- VII. An overestimation of the costs of decentralization to the center and an underestimation of the resource potentials of the localities especially in Africa's growing urban centers;
- VIII. The tendency to confuse decentralization to field administration of the central government with local governments add to keep both of them heavily dependent on the center.

Dr. Ndue presented seven strategies for democratic decentralization in Africa. These are:-

- I. A clearly articulated decentralisation policy;
- II. Constitution/Legal basis of local government;
- III. Allocation of responsibilities and financial resources between central and local organs;
- IV. The design of appropriate central and local organs;
- V. The management of local government personnel linkage of political and economic reforms to decentralization programme;
- VI. Framework for partnership in grassroots development.

The presenter was of the view that international and regional organizations can assist democratic decentralization reform in the following ways:- through research, special training, awards to outstanding local governments and decentralization missions

The presenter provided lessons from successes and failures in Francophone Africa. The lessons are:-

- I. Decentralisation has become a complex concept to which each state gives content it deems appropriate to its national situation;
- II. Policy analysis suggests two broad conceptions of decentralization:
  - Decentralisation is the basic process of power and responsibility sharing between the state and districts; and
  - Decentralisation as a learning instrument for the promotion and strengthening of democracy at local level.


Dr. Ndue ended his paper by presenting responses to new challenges to urban management in francophone countries and lessons as follows:-

#### **At the Political and Administrative Level:**

- I. To facilitate the passage from representative democracy, to participatory democracy, the new municipal laws of Burkina Faso, Mali, Benin and Guinea place emphasis on a genuine institutional reform making room for actors from civil society;
- II. In the face of the inadequacies of municipal elections based on party lists, Senegal has adopted a mixed system which draws on both the list system and the proportional from all the parties to be represented and the majority list to have at its disposal the necessary conditions to govern;
- III. Given the inadequate representation of the urban citizenry created by the rigidity of the system for electing council members which has brought into relief two systems (the formal and the informal) of urban management, some Ivorian Mayors seeking greater legitimacy and political participation are depending on elders' committee or municipal commissions enlarged to include non-member of municipal councils, to govern;
- IV. In order to promote the participation and information of the people, certain districts are implementing the policy of spatial decentralization through the creation of municipal antennae (sub-divisions) in the various neighbourhoods;
- V. To overcome the difficulty facing certain actors from civil society in their efforts to organize a dialogue with the state and the districts, the creation of associations of NGOs or community based organizations (CBOs) have been promoted in Senegal, Burkina, Mali and Togo;
- VI. The international community supports the creation of national associations of local authorities in order to develop a dialogue between districts, the state and also civil society;

#### **At the Economic and Financial Level:**

- I. Faced with the persistent crisis in urban services, certain states have abolished the monopoly of services accorded to the private sector or national agencies. This is the case with urban transport in Cameroon and Cote d'Ivoire;
- II. In the light of the rigidity of the principle of the uniqueness of the public of the treasury, some amendments to the municipal law have enabled some towns in Cameroon and Cote d'Ivoire to open and operate accounts in private banks on certain conditions;
- III. Some public and private partnerships are emerging in the provision and management of urban services;
- IV. Senegal under her new reforms has reduced administrative control to a posteriori inspection of management documents.



The third paper by Mr. Kabagire on **Decentralisation by Devolution** provides a practical and purely practitioner's view of the changing face of service delivery in Tanzania. He pinpointed out the policy framework for the current local Government reforms as enshrined in the *Policy Paper on Local Government Reform, 1998*, which spells out very clearly that Government's vision is one of a reformed local government system to improve the delivery of services to the public through **decentralisation by devolution** which entails the transfer of powers, functional responsibilities and resources from central government to local government authorities.

The Government's vision is to have a local government system in which Local Government Authorities are:

- I. Largely autonomous institutions, free to make policy and operational decisions consistent with the laws of the land and government policies;
- II. Strong and effective institutions underpinned by possession of resources (human and financial) and authority to perform their roles and functions;
- III. Institutions with leaders who are elected in a fully democratic process;
- IV. Institutions which will facilitate participation of the people in planning and executing their development plans and foster partnerships with civic groups;
- V. Institutions with roles and functions that will correspond to the demands for their services; and
- VI. Institutions which operate in a transparent and accountable manner.

The paper mentioned that the Reform of local government in Tanzania involves five main areas, namely: political, fiscal, administrative and service function, decentralization as well as changed central-local government relations.

The paper underscored that the implementation of Local Government Reforms has faced some challenges. The following factors, among others, hindered early implementation of the reforms:

- I. Resistance to change at central and local government levels;
- II. Insufficient emphasis on publicising the reforms at all levels;
- III. Lack of implementation capacity at PMO-RLG and at LGA level;
- IV. Persistence of financial mismanagement at LGA level.

However, some major early achievements were recorded:

- I. a clear policy statement on reform, supported by the highest levels of government;
- II. legislation to enable the reforms;
- III. regulations to support the reforms;
- IV. information on the reforms; and
- V. regional administration was restructured in line with its new role.

The paper concluded with a case of decentralization in the education sector to bring to light a practical account of the process in Tanzania. The general argument in relation to the case study is that it has been a successful case of decentralizing education resources, in achieving impressive enrollment, in improving gender equity, in building classrooms and in training and recruiting teachers. These improvements are attributed to local communities' role in taking responsibility for their own education service.

## Discussion and Recommendations

The conference participants discussed the three papers on decentralization. The major recommendations and suggestions which were distilled from the deliberations were as follows:-

- I. Decentralization by devolution is a useful strategy for empowering local communities in African countries to take charge of their development programmes. It is a useful tool for improving the quality of life in Africa;
- II. Decentralization by devolution can only succeed if, and only if, the people at the grass root are prepared through capacity building or development programmes. Moreover, they should be given opportunities to manage the resources;
- III. The collection and sharing of financial resources (revenue) between the central government and local authorities, if not streamlined, may hamper efforts at decentralization by devolution. Thus, the resources once collected should be shared in a manner where resources follow functions. The issue should not be on who collects revenues but on the distribution frameworks, i.e. who gets what and for what purpose;
- IV. The pace of decentralization initiatives in African countries in most cases, is slowed down or decelerated by argument that the local authorities lack capacity to ensure effective delivery of public services. This is not necessarily true because even central governments in African countries have inadequate capacity;
- V. It is imperative to recognize the fact that African countries are not homogeneous. They have historically been through different administrative systems. Others have a federal system and some are experiencing internal conflicts. As such:
  - Decentralization initiatives should be designed and implemented according to country background and socio-economic, cultural and political contexts;
  - Decentralization by devolution cannot be implemented in conflict and war-torn parts of the African continent.
- VI. The delivery of quality services through decentralization, would improve significantly if necessary conditions are put in place to enable people in the local authorities create wealth. This would improve revenue collection, hence facilitate effective delivery of services both in quality and quantity;





- VII. AAPAM Round Table Conference fora should create learning opportunities on decentralization. There are “best practices” which participants could learn from their colleagues, as well as responses to challenges that countries provide to problems which constrain decentralization;
- VIII. Decentralization by devolution should be implemented and instituted by using evolutionary approach rather than revolutionary means. As such:
- It should be implemented systematically, step by step;
  - Deliberate and focused efforts should be made to transfer gradually fiscal and human resource management power to the people at grass roots.
- IX. Deliberate strategies should be formulated to minimize political interference in the decentralization process.

# Group Discussions/ Reports

On the third day of the conference, delegates organized themselves in three groups for the purpose of hold in-depth discussions of the various crucial issues that had emerged from the previous plenary sessions. The topics addressed by the groups and their findings and recommendations are presented in this Chapter.

### GROUP I

#### TOPIC 1 **State of the Public Services**

Group's view of the Topic - The team could not discuss the state of public service in each country but decided to give examples of specific countries in areas of concern. The team looked at four (4) Sectoral areas for purposes of this presentation namely:-

- Health
- Education
- Housing
- Trade

#### **1. Health**


It was noted that many Governments have delivered services to the citizens in the health sector through the provision of drugs, building Provincial and District hospitals including locational dispensaries that provide medical attention for basic treatment and even minor surgeries at parish dispensaries (case of Uganda and Kenya).

#### **Achievements**

- Healthy citizens and workforce,
- Reduction in HIV/AIDS infections,
- Information is communicated through varying avenues using paid adverts/Radio, (Electronic and Print Media).

#### **Challenges/Limitations**

The Governments may be providing free drugs e.g. for malaria, HIV/AIDS etc. but due to logistical problems (e.g transport, infrastructure – bad roads) the medicines do not



reach the intended citizens and also due to poor communication citizens may not be aware of those free services.

The other challenges/ limitations are:

- Lack of capacity (Financial and Personnel)
- Medicine sold by corrupt government officials
- Corruption – citizens required to pay something small to get services or free medicines.
- Superstitions/beliefs among certain sections of citizens concerning the use of “Modern” medicines as against “ traditional” medicines.

## 2. Housing

This service has also been provided by Governments through ambitious housing projects that are intended to address serious housing problems faced in many African countries. A Case in point are South Africa, Kenya, Lesotho etc.

### Challenges/Limitations

- Financial Constraints
- Building projects are not accomplished within a given time frame
- Change of policies in the middle of the implementation period
- Corruption in awarding of contracts.
- Long and tedious procuring procedures that render the projects irrelevant after a given period of time
- Unwillingness by the citizens to vacate the areas intended for development.

## 3. Education

Many Governments in Africa have provided free primary education – a commendable service to the citizens including free school feeding programmes.

- In Uganda for example – every month the Government publishes grants to schools and citizens should be able to ask where their money has been invested in. Where misuse/misappropriations have been reported, necessary legal action has been taken against those corrupt officials. This is an indication of one of the achievements of the UN Millenium Development Goals
- Communication has been enhanced through briefing of progress report in paid adverts by respective Government departments.

### Challenges/Limitations

- Corruption and reluctance to take action on some cases

- Transport logistics in cases of the feeding programmes where the food either expires while still on transit or sold by corrupt officials
- Quality of Education is compromised for lack of attention to pupils as an ideal classroom should have 30 – 40 pupils (against 80 – 120) per class.

#### 4. Trade

The Governments have embraced liberalization, avoid being left behind and have created an enabling environment for investors to do business.

#### Challenges/Limitations

- Cheap imports, counterfeits
- Lack of harmonized trade tariffs
- Unfair trade practices
- Too many licences required.

#### Conclusion

- We need a motivated public servant in order to improve services/productivity and stop them from receiving bribes through:
  - 1) Improvement of their terms
  - 2) Work environment
  - 3) Empowerment.
- There have been marked improvements in service delivery in the public service.
- Citizens have continued to make more demands on the Government.
- It is our role as public servants to continue advising the Government on areas of improvement while acknowledging success already made.

### TOPIC II: **Policy Management in Africa and the Role of Public Servants in Ensuring that Policies are Managed Efficiently**

#### Overview

Many policies in Africa emanate from party manifestos and proposals to Ministries. Technocrats then provide the technical interpretation and advise the Government of the day.

#### Policy Process

##### 1. Policy Formulation

- Stakeholders (Community Based Organisations CBOs, Public Servants, Development Partners and Party Manifestos) are involved.

- Policies are formulated and customized to suit specific work environments.

## 2. Policy analysis

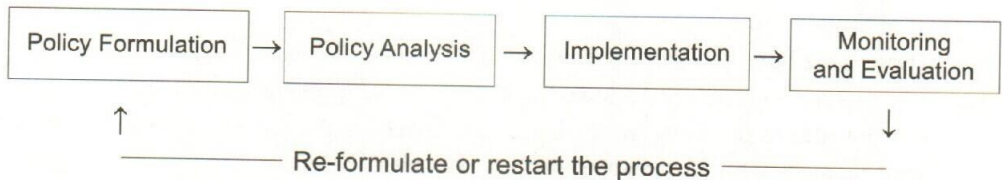
- Capacity in Human Resource, Financial Resources.
- Cost benefit analysis.
- Cheaper efficient vs. phase options.
- Provision of Timeframes.
- Impact assessment.

## 3. Implementation

- Models for Implementations.
- Policy Implementors in place.
- Identify policies from other Ministries..
- Dissemination of information.
- Customization of the policies by coming up with programmes and strategies.
- May need to legislate some policies before implementation.

## 4. Monitoring and Evaluation

- Measure impact assessment of policies/achievements of goals intended.
- Shortcomings.
- Identify the gaps/what measures should be taken.
- If gaps are huge one may need to re-start the circle or reformulation.



## Role of Public Servants in Ensuring that policies are managed efficiently

- Performance Agreements.
- Reviews (quarterly, weekly, even monthly).
- AWP/business work plans.
- Regular meetings to monitor and review policies.

## Conclusion

It is noted with concern that policy management by public servants faces challenges in capacity capabilities.

Group I Recommends the following:

- Public Servants be involved in every stage of the process from identification of the policies to Monitoring and Evaluation and re-formulation.
- Need for capacity building of public servants.

- Strengthen impact analysis at departmental levels.
- There is need to create the position of policy implementors in each department.
- Strengthen the Monitoring and Evaluation stage of policies.





## GROUP 2

### TOPIC 1: **Decentralisation**

#### **Background**

- The discussions tried to answer three questions, namely:
- How has decentralization improved service delivery? (Through some observations and experience from different countries)
- How can decentralization improve service delivery?
- And how can decentralization be improved or implemented better?

#### **Assumptions**

- Decentralisation does indeed improve service delivery.
- Decentralisation herein refers to the decentralization/devolution of: Authority, Capacity, Funds, Administration, Accountability, Political as well as Administrative authority.

#### **How Decentralisation Enhances Service Delivery**

- Resources move much more faster to the intended recipients
- It reduces red tape or bureaucracy.
- Decisions on services are taken by people to whom the services are intended.
- It promotes good governance.
- As development takes place at local level, people take ownership of the development efforts.
- It entrenches democracy in the ordinary people.

#### **Challenges of Decentralisation**

- Inherent inequality that exist in different local governments.
- Local governments handicapped by inadequate capacity to deliver services.
- It may promote ethnicity and/or tribalism.
- When implemented without the necessary framework it can result in abuse of power.
- Nation building is hampered.

#### **Mitigation of the Challenges**

- When implementing decentralization, the following issues should be addressed in order to avoid the above challenges :
  - i) A legal/constitutional framework should be established to guide the

process.

- ii) Institutional framework and capacity should be established to monitor and evaluate progress.
- iii) There should be central co-ordination instead of central control.
- iv) A funding model should include the Equalisation Fund to boost equity.
- v) A good communication strategy should be developed to inform the public about the decentralization and its merits.

## TOPIC II: **Reform And Best Practices In Relation To Service Delivery**

### **Introduction**

- Public services in many African countries are confronted with many challenges which constrain their service delivery capacities.
- As a result, the quality of life of the people and nation's development process were affected.
- Most of these challenges are common in most African countries and the difference is the approach to address these challenges by respective countries.
- It requires commitment and full attention and participation from leaders as leaders instil values and vision by example.

### **Challenges that Hinder Effective Service Delivery**

1. **Weak Linkages between Strategic Plan and organizational policies and Budgeting**
  - Absence of clear and well formulated and customer focused objectives.
  - Planning is not taken seriously, it is considered as a national ritual after which it is 'business as usual'.
  - Due to lack of focus, activities that are not in strategic plans get implemented which results in either under or over utilization of resources on one hand or misapplication of fund on the other.
2. **Lack of Information, Education and Communication Strategy. As a result:**
  - Citizens are not aware of the availability of the information.
  - There are no clear standard of delivery of services i.e. expected quality of service, quantity of service and how fast.
  - This makes Citizens think that it is a privilege to get services and not a right thus gradually succumbing to whims of civil servants demands. (Corruption).
  - Civil servants by extension also develop a mindset and attitude that in serving citizen, 'they are doing them favours'.
  - Information not cascaded down to lower levels of the community or Public servants.





3. **Lack of adequate Human resource Practices/processes in the Public service**
  - Human resource management is not on the agenda of Public Service activities.
  - Human resource practices are not given priority in most of the public services in Africa.
  - These processes are not considered as a strategic requirement.
  - Selection, Training, motivation, empowering, mentoring and coaching are not given priority.
  - Shortages of human resources in terms of numbers and key competences.
4. **Leadership attitude and Mindset**
  - Lack of consultation from our leaders
  - They are not servants of the people – Customer focus
  - They are not good role model to their staff and community
  - Put their own interest before the interest of the country
  - Their major concern is how to utilize resources not to deliver results
  - Lack of leadership accountability Framework, values and ethics in most of the African Public Administration Systems.
5. **Attitude and culture in the public service**
  - Negative attitude towards service delivery
  - Consider any changes or reform in the government impossible
  - Gradual erosion of the ethics and accountability
  - 6. Lack of enabling Legal and regulatory Framework
  - Sunset legislation that hinders the service delivery.
6. **Lack of Stakeholder participation in the service delivery**
  - Most government departments or sections implement programs, policies and procedures without consulting parties affected by those policies and programs
  - Public/community are not consulted on the quality or quantity of services.
7. **Fraud, waste, abuse of resources and duplication of efforts - Corruption**
  - Duplication of efforts
  - Corruption in service delivery
  - Partners in corruption are not involved in fight against corruption.
8. **Excessive Centralization of services**
  - Excessive red tapes and bureaucracy in service delivery
  - Services not cascaded down to grass root levels.
9. **Lack of strong civil society in some countries to advocate and lobby for citizen's rights**
10. **Poor infrastructure for service delivery**

## Strategies and Best Practices in Addressing Challenges

### 1. Use of Performance Management System (PMS) Approach

- Delivery capability of an organization is improved through effective management of the human resource for maximum performance.
- It is aimed at achieving the desired customer focused results.
- It involves providing visionary leadership for the organization, planning for the performance, managing performance, reviewing performance and rewarding performance appropriately.

Some of the best practices applied in improving the performance of civil service performance include:

- (a) Rapid Results Approach
- (b) Performance Appraisal System
- (c) Balanced score card
- (d) Result Based Management
- (e) Performance Management and Development process and score card application.


### 2. Strategic objectives prioritisation

- Identify and prioritise strategic objectives of the ministries/departments.
- Link individual performance to organizational objectives.
- Introduce performance monitoring, evaluation and reporting process.
- Review individual's performance on the basis of the agreed performance objectives.
- Reward or sanction on the basis of the results achieved i.e. Command, promotions, job enrichment pay, prizes etc.
- Introduce Activity based budgeting.
- Macro plan linkages with resources and individual performance.

### 3. Organizational mechanisms for improving the delivery and quality of public services

- Consumer organization – Public service should encourage clients and members of the public to submit ways in which the former can improve the speed and quality of their services. This ensures that services provided achieve the goals to which they are intended. In Cameroon, consumer organizations include the civic associations
- Consulting users of services and increase access
- Provide more and better information to increase openness and transparency
- Process Re-engineering e.g. In Botswana a special team has been set up to focus on process re-engineering for ministries
- Public service convention – forum to demonstrate the achievement made



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- Cabinet retreat for planning and envisioning
  - Measure impact of service delivery
  - Bring services to the people.
4. **Integrated approach to service delivery to reduce duplication of efforts**
    - Cluster services along department e.g. Justice Sector programme of Lesotho and clustering in South Africa
    - Collectively budget and implement organizational objective.
  5. **Attitude and mindset change in the Public service**
    - Introduce performance management and development process.
    - Introduce code of ethics
    - Citizen participation in the service delivery.
  6. **Provide enabling legal and regulatory framework**
    - Continuous review of laws, regulations and administrative procedures
    - Introduce service charter under particular legislation
    - Introduce Government Performance Act in order to provide a legal force for integrating strategy, budgeting, performance and reporting
    - Introduce Business Facilitation Act e.g. Mauritius and Intergovernmental relation Act in South Africa.
  7. **Human Resource Development**
    - Mindset and skill development to prepare them for change
    - Succession planning and leadership development that provides a pool of technically competent officers with adequate management skills who also have the skills and vision to manage, promote and sustain reforms in the Public Service.
    - Leaders should be coaches and mentors – Coaching and Mentoring
    - Identify deficiency gap through training need assessment
    - Integrate a reward/Motivation system in Human Resource Management.
  8. **Undertake Private Public partnership where necessary**
  9. **Decentralize function to empower lower level institutions for effective service delivery**

### TOPIC I: **Human Resource Management and Development in Relation to Effective Public Service Delivery**

#### **Main Objective of the Presentation**

- To present an overview of the problems facing Human Resource Management and Development (HRM&D) in relation to effective Public Services Delivery (PSD)
- To suggest possible solutions to the challenges facing HRM&D so as to have an efficient delivery of public services in Africa.

#### **Defining the Concept**

- Human Resource is the best valuable asset for service delivery
- Human Resource is a collection of individuals brought together to collaborate in order to pursue a common goal. For this matter, they have to be '*managed*' in an effective way and '*developed*' in terms of skills, through training, motivation etc so as to achieve the goal of the organization.

#### **Relationship between HRM&D and PSD**

- There is a causal relationship between human resource management and development and effective delivery of public service when individual abilities of staff are enhanced and systems and process are improved or introduced the expected result is improved capacity within the public sector to deliver services more effectively
- Therefore, the premise/ hypothesis here is that, the efficient management and development of human resource will lead to effective delivery of public service.

#### **Key Elements of HRM&D**

##### **1. Planning**

###### **Problems**

- No proper and elaborate HR Plan which leads to not knowing the number of people needed in the org, mis- allocation of human resource, no training assessment needs etc
- Political interference
- No link between HR Plan and the Strategic Plan of the Organization.





## Solutions

- Need a proper HR Plan to address what, when, why, where and how recruitment is to be done
- Need to link HR Plan to Strategic Plans of the Organization at the Corporate level
- Strategic Plans at the Corporate and department level need to be owned by the people within the organization
- Need to include public service delivery plan and financial planning.

## 2. Recruitment and Selection

### Problems

- Random recruitment, no clear job description, specification, position etc
- Recruiting people with irrelevant skills/ inappropriate competency levels
- Recruitment is done on technical know- who than technical know- how (political interference)
- No clear documented positions or guidelines of different levels. For instance Entry Level Recruitment (Education) Vs Higher Level (Experience)
- Wrong placement of people/ Wrong staffing levels- People with wrong qualifications placed on the wrong positions.

### Solutions

- Need to abide to the rules and regulations guiding merit based recruitment
- Attractive packages in advertising vacancies.

## 3. Training

### Problems

- Lack of proper induction of new entrants
- Irrelevant training
- Negative attitude and perception towards training by staff
- No training plans or programmes
- Budgetary constraints
- Lack of proper training needs and assessment
- No conducive working environment for someone who has returned from training- no facilities made available to apply his/her skills
- No monitoring and evaluation system for post training period.

### Solutions

- Government needs to set aside budget needed for training. eg South Africa
- Need for training plans, evaluation and assessment
- Establishment of and use of Management Development Institutes ( MID's).

## 4. Performance Management Systems

### Problems

- No linkage between individual goals and organizational goals
- Lack of performance agreements
- Need for performance indicators/ criteria. These are the standards which a worker needs to know
- Lack of clientele service charters
- Lack of performance rewards and recognition
- Recognition of high fliers and appropriate rewards
- Lack of clear job description- job description is too general
- No clear retirement and exit packages.

### Solutions

- Need for effective communication between top- bottom- Top& bottom management needs to spell out clearly the desired goals/ expectations
- Need for discipline as ethics will be observed.

## Topic II: Public Private Partnership (PPP)

### Definition

Public Private Partnership (PPP) is collaboration between private and public sector organizations in public service delivery.

### Types of PPPs

There are various types of this partnership such as

- Simple Collaboration
- Joint Venture
- Direct Contract/ Management Contract
- Concession
- Management Buy Out
- Franchising
- Leasing
- Privatization
- Build own and operate.

### Rationale for PPP

- Shared knowledge and expertise that can be benefited from the private sector by the public services

- Abundance of resources by private sector while the public service has limited
- High capacity and standards of service
- Non core vs core functions of the department
- To allow management to concentrate on strategic issues
- Cost effectiveness
- Efficiency
- Economic growth acceleration.

PPP is intended to take care of the above in order to improve service delivery.

### **Challenges of the Partnership**

- No guarantee that service delivery will improve
- Lack of knowledge/ skills to manage and design contracts
- No properly designed service level agreements
- Corruption by officials responsible for tenders as well as bidders
- Unavailability of relevant partnerships
- Monopoly
- Low level of development of the private sector (low capacity)
- Job losses
- Labour unrests
- Timing of introducing PPP eg. Political scenario, resources and readiness.

### **Recommendations**

- Public service entities need to build capacity to manage the partnership effectively i.e training of officials
- Development of an effective legal framework within which the partnership must happen
- Resources need to be made available for the partnership to reach its objectives
- PPP initiatives must be part of the national plans, all levels of government and departments
- In order to get public support, there has to be enough popularisation/ publicising and public information campaign on the PPP
- An effective monitoring and evaluation system through feedback from the recipients of the service
- Setting of standards of service required by the public
- Strong institutional framework to fight corruption
- Introduction of lack listing mechanisms
- *Compulsory cooling off period for senior officials.*

# Conference Communique


The 28<sup>th</sup> Roundtable Conference of the African Association for Public Administration and Management (AAPAM) that was organized and hosted by Government of the United Republic of Tanzania was held at the Arusha International Conference Centre from 4<sup>th</sup> to 8<sup>th</sup> December 2006. Two hundred and fifty delegates from twenty two countries participated in the Roundtable. They included Cabinet Ministers, Heads of Public Service and Secretaries to Cabinet, Directors-General of Staff Colleges and Management Development Institutes and other statutory bodies, representatives of international organizations, management consultants, as well as renowned academics and researchers in institutions of higher learning. The countries represented at the Roundtable included: Botswana, Cameroon, Canada, Gambia, Ghana, Kenya, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Nigeria, Seychelles, Sierra Leone, South Africa, Swaziland, Tanzania, Uganda, United Kingdom, Zambia and Zimbabwe. The United Nations Department of Economic and Social Affairs (UNDESA), the Institute of Public Administration of Canada (IPAC) and the Commonwealth Secretariat were among the development partners represented at the Roundtable.

The 2006 Roundtable Conference continued the tradition, dating back to 1978 when the African Association for Public Administration Management (AAPAM) launched its series of Annual Roundtable Conferences held in different member countries. Each conference addresses issues of contemporary relevance and concern, and draws on the insight and experiences of policy makers, senior public officials, corporate and civic leaders, and renowned public administration and management scholars.

The theme of the 2006 conference was **Towards an Effective Delivery of Public Services in Africa.**

On account of the very significant role, which the public services have to play in the management of the affairs of state, the 28<sup>th</sup> Roundtable sought a clear understanding of the factors which have hindered the delivery of public services in many African countries and explore measures which will enable the public services to perform to expectation. Pursuant to this, participants examined:-

- (i) the evolution of post independent African public services;
- (ii) the state of African public services today;
- (iii) attempts made to improve the public services through decentralization, privatization and commercialization etc;

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- (iv) the central role of the civil service with respect to policy management in the public services;
  - (v) critical issues in modernizing and professionalizing human resource management in the public services;
  - (vi) logistics and other physical resource inflow for improving the performance of Africa's public services;
  - (vii) the issues of ethics and accountability and their impact on service delivery;
  - (viii) ways by which intergovernmental organizations like the African Union (AU), the New Partnership for Africa's Development (NEPAD), United Nations Department of Economic and Social Affairs (UNDESA), Commonwealth Secretariat etc, can impact positively on the public service delivery;
  - (ix) a realistic agenda for actually implementing measures for building capacities, especially of the civil service for better delivery of public services.

The Conference was officially opened by H.E. Dr. Ali Mohamed Shein, Vice President of the United Republic of Tanzania. The dignitaries who graced the occasion included, Mr. Gabriel Sékaly, Executive Director, Institute of Public Administration of Canada (IPAC), Dr. John Mary Kauzya, Chief of, Governance and Public Administration Branch of the United Nations Department of Economic and Social Affairs (UNDESA), Ms. Taboka Nkhwa, Adviser and Head of Africa Section, Governance and Institutional Development Division (GIDD) of the Commonwealth Secretariat, London, Mr. John Mitala, President of AAPAM, Head of Public Service and Secretary to Cabinet of the Republic of Uganda, Hon. Hawa A. Ghasia, Minister of State in the President's Office, Public Service Management, United Republic of Tanzania, and Hon. Dr (Mrs) Pontso Sekatle, Minister of Local Government of the Kingdom of Lesotho, as well as the Chief Host of the Conference Mr. Phillemon L. Luhanjo, Chief Secretary, Secretary to Cabinet and Head of the Public Service, Government of Tanzania.

H.E. Dr. Ali M. Shein, Vice President of the United Republic of Tanzania in his address welcomed everyone present to the opening ceremony. He expressed gratitude to AAPAM for, once again giving the government and people of Tanzania the opportunity to host its members in Arusha and in Tanzania for the third time. He commended the Association for launching AAPAMs innovation awards which took place in Livingstone, Zambia, last year and for bringing on board Young Professionals to participate in the conference. He observed that despite disparities in conditions of development some progress had been made in African countries. Some measure of stability had been achieved as a necessary condition for other achievements required for improving public service delivery. The said measures make the theme: ***Towards Effective Delivery of Public Services in Africa*** most appropriate. He stated that the Government of Tanzania recognized the importance of the role that its public service plays in the day to day life of the average citizen and, consequently the importance of

service delivery. On account of the importance of public service delivery, public servants need to be trained and provided with tools, their institutions reformed, and rules and procedures changed to facilitate enhanced delivery of service. Tanzania has kept pace with such reforms and achieved reasonable results in the political as well as economic sectors, yielding a high economic growth rate of 5.2% and per capita income which has nearly doubled, and inflation being lowered to around 5%.

Undoubtedly, sustainability of the successful reforms was imperative for the achievement of Tanzania's national aspirations embodied in its Vision 2025 and the National Strategy for Growth and Reduction of Poverty (MKUKUTA).

As part of measures for sustaining the momentum of reforms, it had been decided to regularly publish a **State of the Public Service Report** to keep the citizens' informed about the performance of government.


This had become even more important especially as improvement in public service delivery had led to higher expectations of the people, whereby some fifty percent (50%) of the users of government services were now dissatisfied with the said services, such that the quality of public service delivery which had been improving was still unacceptable! This had compelled the government to adopt "*accountability and responsiveness*" as the main theme for its work. By that, the Government was more than ever committed to sustaining reforms to improve public service delivery.

It was therefore important to see the 28<sup>th</sup> AAPAM Roundtable as yet another platform for learning from one another to improve service delivery.

In that spirit however, it was important to keep certain issues in mind during the deliberations, namely, the:

- (i) need to make choices that are consistent with our environments;
- (ii) imperative of collaborating with one another to use current technologies such as ICT and bio-technology collectively since our individual country human resource capacities are rather low;
- (iii) recognition of central governments not being able to deliver services adequately, to consider having central government sharing responsibilities with the citizens through decentralization, private sector, and civil society organisations.

Three messages of solidarity were delivered at the function by Mr. Gabriel Sekaly of IPAC who offered his best wishes for a successful meeting and IPAC's commitment to work with AAPAM in the years ahead; Dr. John Mary Kauzya of UNDESA noting that, with AAPAM having officially joined the UNDESA Network of Management Development Institutes - UNDESA was attending the 28<sup>th</sup> Roundtable as a partner and announced that UNDESA had decided to assist AAPAM to develop its capacity to tap



resources available to members of the Network; and Ms. Taboka Nkhwa from GIDD of the Commonwealth Secretariat who noted that Tanzania had indeed become a "centre of choice" for such Roundtable Conferences and added that 40% of the Commonwealth Secretariats resources is devoted to African Commonwealth countries, including support for young professionals to participate in the Roundtable deliberations.

The AAPAM President, Mr. John Mitala in his welcome statement paid tribute to the late Mr. Joseph Gallimberti, Executive Director of IPAC for his support to AAPAM. He expressed AAPAM's gratitude to Tanzania for hosting the Annual AAPAM Conference for the third time.

The Hon. Hawa A. Ghasia (MP), Minister of State in the President's Office introducing H.E. the Vice President to deliver the key note address and officially declare open the 28<sup>th</sup> AAPAM Roundtable Conference in Arusha reminded conference participants that they had much to learn over the following five days. That was even more so as participants were reminded by Mr. Phillemon L. Luhanjo, Chief Secretary, Secretary to Cabinet and Head of Public Service of Tanzania that all were returning home to the cradle of mankind.

The Hon. Dr. Mrs Pontso Sekatle, Minister for Local Government of the Kingdom of Lesotho, who is also the Hon. Patron of AAPAM, after thanking the delegates, for attending the Conference, posed a question which she hoped would be answered during the conference. She requested each delegate to reflect on their roles in their various public services and declare what contributions they have made in the course of their careers.

## Conclusions

An array of papers were presented by senior public servants, scholars and advisers on the theme ***Towards an Effective Delivery of Public Services in Africa***. Plenary sessions were organized around six sub-themes viz:

- I. The state of public services in Africa.
- II. Public sector reforms.
- III. Reform and best practices.
- IV. Human resource management.
- V. Policy management.
- VI. Public-private-partnerships in service delivery and
- VII. Decentralization.

Delegates were informed that citizens perception of service delivery of public services remain poor. Corruption and mismanagement exist in the public sector but there are

achievements worth celebrating and learning from as evident in presentations and case studies from Botswana and Lesotho as well as the need for improved service delivery which necessitated reforms in the past with limited results still remain. The new generation of reforms are however showing greater promise with greater commitment of political and managerial leadership, more local ownership and are more comprehensive. The cases of reform in Botswana, Kenya with particular reference to performance contracts, Lesotho with respect to administrative reforms and training of the top echelon of the service in Ghana are illustrative.

At the core of service delivery is human resource management in the public sector including enhanced motivation, especially improved conditions of service. Both governments and public services had their attention drawn to the centrality of effective policy management framework.

Delegates examined two modalities that hold potential for improved service delivery viz Public-Private-Partnerships (PPPs) and Decentralization. The experience of Tanzania with regard to PPPs show positive results in terms of cost effectiveness, revenue generation and citizen satisfaction in the areas of municipal services and delivery of health services. Its application, however, depends on country situation, strength of non-government actors, effective framework and public sector attitudes and oversight capacity.


The experience with decentralisation remains mixed often with inadequate commitment of governments and central bureaucracies when it comes to devolving political, economic and financial controls. Decentralization however remains a useful tool to improve service delivery and therefore, constitutional, legal and institutional frameworks are to be put in place and attitudes changed to use decentralization effectively.

## **Recommendations**

Deriving from the conference deliberations, observations and discussions, the Roundtable recommends that:-

- I. There should be continuous improvement of service delivery. This is a major agenda that should engage governments and public servants. As service delivery improves the expectation of citizens also grow thus requiring even better services.
- II. There is need to articulate and target reform measures and to link them to expected outcomes.
- III. There are indeed best practices in Africa to inform reform efforts in the region and AAPAM should facilitate cross-country learning.



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- IV. The quality of managerial leadership of African public services is key to improved service delivery and that capacity should be strengthened through training and enhanced conditions of service. That must be a matter of priority in countries where the situation leaves a lot to be desired.
  - V. Human resource development including improved attitudes, values, customer care, capacity building and motivation are central to service delivery. Previous reform efforts that focused on cost cutting and down sizing without linking the size and capacity of public services to tasks should be avoided.
  - VI. Public Private Partnerships should be explored as a tool for enhanced service delivery taking note of the fact that its success depends on country context, legal and institutional framework in place, capacity of non-government actors and attitude of central governments and central bureaucracies.
  - VII. Effective decentralization is an important tool to delivery services to the citizenry. That, however, requires political commitment, changed attitude of central institutions, putting in place accountability systems and building capacities at all levels.
  - VIII. AAPAM fora should allow more discussion time for important sub-themes in future.
  - IX. On the whole participants gained valuable insights into how to attain higher quality delivery.

## Acknowledgements

AAPAM is most appreciative of the Tanzanian Government's contributions to the successful organization of the 28<sup>th</sup> Conference. Besides providing highly valued logistics support, the Government placed first-class conference facilities at the disposal of the Association and extended generous hospitality to the delegates. The fact that the Conference was opened by H.E. Dr. Ali Mohammed Shein, the Vice President of the United Republic of Tanzania underscores the importance that the Government attached to the Conference for which we are most appreciative. AAPAM is indeed very grateful to all the local sponsors and especially to the Chairperson and Chief Host Mr. Phillemon L. Luhanjo, Chief Secretary, President's Office, Secretary to Cabinet and Head of the Public Service. AAPAM's gratitude also goes to Mr. Joseph Rugumyamheto, for delivering the Testimonial lecture titled **To Serve and Preserve, Motto of Becoming an Effective Permanent Secretary in the changing World of Public Service**. Last but not the least, the National Organizing Committee, the Secretariat of the Conference and many others who worked long hours to make the conference successful deserve our unreserved thanks. And who will not say **ASANTE SANA** (well done) to all those who work at Arusha International Conference Centre for making our stay so enjoyable.

AAPAM also wishes to extend its sincere gratitude to its international development partners especially, the Canadian International Development Agency (CIDA), the

Institute of Public Administration of Canada (IPAC), the Commonwealth Secretariat, the United Nations Department of Economic and Social Affairs (UNDESA), the African Capacity Building Foundation (ACBF). All of them provided financial and material support to AAPAM, for the organisation of the 28<sup>th</sup> Roundtable Conference.

We will for ever remember the hospitality of Tanzanians and in particular the Government, ESAMI, the Cultural troops and Game Managers for spicing long conference sessions with relaxing interludes.

Arusha, Tanzania  
8<sup>th</sup> December 2006



## Young Professionals Report

### Appreciation

- (i) We the Young Professionals (YP) wish to express our sincere appreciation to AAPAM and the Commonwealth Fund for Technical Co-operation (CFTC), for providing us with this unique opportunity to participate in the AAPAM Roundtable Conferences.
- (ii) We are grateful to our respective countries for granting us permission to attend these empowering sessions.
- (iii) We are most grateful to the AAPAM executive, conference facilitators, sponsors and delegates.
- (i) We have interacted, networked, shared knowledge and learning experiences through out the conference. We recognize the fact that we are charged with the responsibility of being fully involved and committed to the cause of effective delivery of public services in Africa.
- (ii) We therefore request to share with you our learning points from the conference as well as recommendations outlined herein.

### Learning Points

- (i) **Reforms** - Most African countries are undergoing reforms. So we the AAPAM Young Professionals realize the need to benchmark from those countries that are having successful reforms and share our experiences through the Young Professionals network. Hence the need for stakeholders present to sustain the AAPAM initiative of bringing more Young Professionals to future fora.
- (ii) **Public Private Partnerships** – We the Young Professionals are of the view that Public Private Partnerships (PPPs) have a profound positive impact towards the delivery of public services in Africa. However, we wish to recommend that Public Private Partnerships need to be addressed in terms of Africa's Developmental Stage.
- (iii) **Openness and sincere communication** – In view of the deliberations of the 28<sup>th</sup> Roundtable Conference, we the Young Professionals realize the need for presenters to give a clearer representation of the actual situations in their respective countries in terms of their reforms.
- (iv) **Role of the external actors** - From the various presentations, the challenges and problems affecting the effective delivery of public services in Africa were mainly centred on the political leadership and public service. The Young Professionals

would also wish AAPAM to examine the impact of the role of external actors in the effective delivery of public services in Africa.

## Recommendations

### (i) Sustainability strategies for the Young Professionals initiative

#### (a) Stakeholders Will

The Young Professionals wish to request and recommend to all the respective heads of public services, CEO's of organizations, department heads at the 28<sup>th</sup> Roundtable Conference to uphold this initiative by ensuring that the Young Professionals who are beneficiaries of the Commonwealth sponsorship make it again to the next conferences to ensure continuity. This shall be contained in the reports that each of the Young Professionals has agreed to present to our countries.

#### (b) AAPAM Young Professional Association

The Young Professionals further recommend the proposal to constitute ourselves into an AAPAM Young Professionals Association which should serve the purpose of inducting the new members under the commonwealth sponsorship and nurture existing members into dedicated, committed and useful members of the senior AAPAM Chapters.

#### (c) Sponsorship for Young Professionals from Francophone Countries

The Young Professionals wish to request the stakeholders in considering Young Professionals from Francophone countries by identifying partners who can offer similar opportunities to enable them benefit from AAPAM.


### (ii) Synergies with Political Leadership

Young Professionals wish to recommend that AAPAM strengthens its ties with the political leadership so as to advance the African Development Agenda. The Young Professionals also suggested that Mr. V. Opio Lukone's paper on Policy Management – **"The Centrality of an Effective Policy Management – Framework for Effective delivery of Services to the Population in Africa"** should be presented to the members of Pan African Ministers of Public Service Programme at Addis Ababa.

### (iii) Follow – up on Conference recommendations and Agreed Action Points

With the view of evaluating the effectiveness and impact of the AAPAM Conferences, the Young Professionals wish to recommend that, at the beginning of every AAPAM conference, the AAPAM executive should emphasize on the need of members to





inform participants about the progress made with regard to the previous action points and or recommendations.

**(iv) Representation of Young Professionals to the AAPAM Executive Committee**

For effective diversity and inclusion, the Young Professionals recommend that we are represented on the AAPAM Executive committee.

**(v) Research Element**

We the Young Professionals wish to recommend that future opportunities be extended to us to engage in research and dissemination of research findings (presentations). This can be in collaboration with existing regional structure of AAPAM.

Finally the Young Professionals wish to thank the people of Tanzania, especially the people of Arusha Manyara for making our stay memorable. We shall forever be grateful.

Arusha, Tanzania  
8<sup>th</sup> December 2006

## Speeches

### Opening Ceremony


**Statement by Dr. John-Mary Kauzya, Chief of Governance and Public Administration Branch, Division for Public Administration and Development Management, United Nations Department of Economic and Social Affairs**

Your Excellency the Vice President of the United Republic of Tanzania,  
Honourable Ministers,  
President of the Association for Public Administration and Management,  
Distinguished Conference Participants,  
Ladies and Gentlemen.

On behalf of the United Nations Department of Economic and Social Affairs (UNDESA), I would like to express our feeling of joy and honor to be present here once again among Africa's distinguished practitioners, professionals, experts and academics of public administration dedicated to uplift the quality and performance of public administration in Africa. For this, it is not possible for me to express sufficient gratitude to the President and the Executive Committee of AAPAM for the invitation extended to the United Nations Department of Economic and Social Affairs, and to me personally, not only to attend this 28<sup>th</sup> Roundtable of the African Association for Public Administration and Management, taking place in the beautiful city of Arusha but also to deliver to you this message.

The United Nations Department of Economic and Social Affairs (UNDESA) through its Division for Public Administration and Development Management have been, for some time, cultivating substantive collaboration and partnership with AAPAM. We collaborated in the Roundtable in Banjul (the Gambia), in Mombasa (Kenya), and in Livingstone (Zambia). I am proud to say before you that today we are here not only because we were invited; not only because the cause championed by AAPAM (the cause of strengthening public administration for service delivery) is dear to us and synonymous to our cause. We are above all here because AAPAM is now an Institutional Member of the United Nations Public Administration Network (UNPAN). I therefore would like to heartily welcome the African Association for Public Administration and Management to the UNPAN whose mission is **to promote the sharing of knowledge, experiences and best practices throughout the world in sound public policies, effective public administration and efficient civil services, through**





**capacity-building and cooperation among the United Nations Member States, with emphasis on south/south cooperation and UNPAN's commitment to integrity and excellence.** This mission is not far off from the aims, goals and objectives of AAPAM. We believe that in the partnership between UNDESA AND AAPAM, there is a meeting of two-like minds.

Last year, in the Statement I made at the opening of the Roundtable in Livingstone, I mentioned a number of steps we projected to take to actualize the partnership with AAPAM: (i) Substantive inputs into the Africa Regional Forum on Re-Inventing and (ii) AAPAM becoming an institutional member of the United Nations Public Administration Network (UNPAN). I am happy to report that these two have been adhered to and will give further momentum into our partnership. From the Roundtable in Arusha, some Members of the AAPAM Executive will proceed to Addis Ababa to participate in the Regional Forum on Re-Inventing Government in Africa and to lead a discussion panel focusing on service delivery as a means of building trust in government. I am looking forward to meeting the members of the Executive during the course of the Roundtable to prepare for this panel. In this regard, the discussions during this Roundtable will be fed into the Regional Forum to make the voice of AAPAM heard beyond the Roundtable. We are also looking forward to some members of the Executive of AAPAM participating in the Global Forum on Re-Inventing Government scheduled to take place in Vienna (Austria) in June 2007.

We exchanged the Memorandum of Understanding (MOU) that frames the AAPAM's being an Institutional member of the UNPAN. With the MOU exchanged UNPAN will provide a contracted expert in ICT to work for AAPAM at the Headquarters in Nairobi for one year to contribute to the enhancement of the human capacity for the Association. There is going to follow training to ensure that the human capacity of AAPAM is conversant with the application of the technology necessary to benefit from being a member of UNPAN. The office of the Secretary General of AAPAM is in touch with UNDESA to arrange this. Sustained contact will be made with the Secretary General to initiate more activities in our institutional partnership.

Modest as this is, your Excellencies, ladies and gentlemen, I would like to say that our being here to day is in privileged circumstances opening wider horizons for collaboration between UNDESA and AAPAM in capacity building for Public administration in Africa.

I would therefore like to thank the AAPAM Executive for the perseverance they have demonstrated in supporting UNDESA to cultivate this partnership and I am looking forward to strengthening it further. Finally allow me, on behalf of UNDESA, to thank the Government and People of the United Republic of Tanzania for the warm welcome accorded to us and for hosting this Roundtable. I wish you and everybody fruitful deliberations.

**Statement by Ms Taboka Nkhwa, Advisor and Head of Africa Section Governance and Institutional Development Division, Commonwealth Secretariat.**

H.E the Vice President of the United Republic of Tanzania Dr Ali M Shein,  
Honourable Ministers present,  
The President of AAPAM, Mr John Mitala and the distinguished AAPAM Executive,  
The Head of Public Service of the United Republic of Tanzania; Mr Phillemon Luhango,  
Heads of Public Services here present,  
Distinguished delegates,  
Ladies and Gentlemen:

Good Morning. It is indeed a pleasure to be in Arusha once again. and to see so many friends and familiar faces all round. Please allow me to convey personal greetings and best wishes for the Roundtable from the Secretary General of the Commonwealth Secretariat Hon Don Mackinnon, and the family of the Commonwealth in Marlborough House, London.

Arusha has indeed become a host centre of choice for the global economy. This is indeed an important landmark of excellence for us as the African Continent and it is important that we should all cherish the positive contributions of the people of Arusha, the regional leadership and indeed the Government of the United Republic of Tanzania for making Arusha the island of tranquillity, democracy and development.

The African development agenda is very much at the heart of the Commonwealth Secretariat and approximately 40% of the total budget is geared towards interventions in Africa. We are committed to building strong partnerships and nurturing the development needs of our regional partners and AAPAM is indeed a special partner. We have always worked very closely with AAPAM and we are committed to consolidating the relationship.

As part of this process we have a joint arrangement to provide financial support as part of the AAPAM Young Professionals' development programme to facilitate young professionals in our Public Services to participate in the AAPAM Roundtable conferences. The future of Africa, our organisations and most specifically our Association will depend to a large extent on our ability to build the necessary capacity for engagement and succession planning.

The Commonwealth Secretariat announced during the last Roundtable that we will jointly sponsor an Excellence Public Service award with AAPAM. We have been working very closely with AAPAM and we are confident that the award will provide a platform for showcasing excellence in our African Public Services.





Ladies and Gentlemen:

Your organisation AAPAM has without fail brought to you and indeed to the international community topical issues for advancing the African Development agenda, the attachment on the number of Roundtables and the themes for each roundtable bears testimony to the proactive role that the leadership of AAPAM has played at all times to raise awareness, create a burning platform for all of us. Management gurus maintain that

**“Action without vision is a waste of time “**

**“Vision without Action is passing time”**

**“Vision with action will change the world”**

Dear delegates the time has come for us to reflect on our progress to date and the extent to which our Roundtables have created a common agenda and momentum for us to change our African world. It is my sincere belief that this platform, this roundtable together with other initiatives will become turning points for African Public Services.

It is my sincere wish and hope that we may use the next roundtable to report positive developments in Africa. We do indeed create win win situations and it is incumbent upon us to beat our own drums and to tell the world, ourselves and our children about our successes. I have recently comeback from Malawi and the pace of developments in Malawi were indeed remarkable and commendable. I was most impressed by the level of success in their agricultural sector and the extent through which they had managed to generate there are many more from different countries

The Theme for this conference is **Towards an effective delivery of Public Services in Africa**. The biggest challenge for us in Africa has been and continues to be service delivery and it is my ardent hope that this Roundtable will propel us towards effective and sustainable service delivery models and strategies, and that through learning and sharing of experiences of what has worked or not worked well in our countries we will all be recharged, motivated and committed to make a difference in our respective organisations and countries.

Ladies and Gentlemen:

On behalf of the Commonwealth Secretariat I wish you successful deliberations and a successful 28<sup>th</sup> AAPAM Roundtable Conference.

Thank you.

**Welcoming Remarks by Mr. Phillemon L. Luhanjo**, the Chief Secretary, Secretary to the Cabinet and Head of Public Service, President's Office, The State House.

Your Excellency the Vice President of the United Republic of Tanzania, Dr. Ali Mohamed Shein,  
Regional Commissioner for Arusha Region,  
Honourable Ministers,  
Heads of Public Service,  
President, Association for Public Administration and Management,  
Permanent Secretaries and Deputy Permanent Secretaries present,  
Distinguished  
Conference Participants,  
Invited Guests,  
Members of the Press,  
Ladies and Gentlemen.

I would like to extend to you all a very warm welcome to Tanzania, and particularly to Arusha for the 28<sup>th</sup> AAPAM Annual Roundtable Conference. I believe, as is well known in Tanzanian's traditions that you have so far been well treated in terms of your welfare. I say **Karibuni Sana**.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,


The Public service is a dynamic service. It grows, it requires constant nurturing as well as change to meet the need of the time. We have all seen this in the life of AAPAM and in our countries and I hope I need not say much on this. The challenge then is to see how through AAPAM we can bring beneficial, fundamental and solid changes in the public service of Africa.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

The Public service is the engine of government and is pivotal to all other sectors of our countries. Histories of our countries since independence vividly show the centrality of the public service in bringing about good governance and development of our countries. However, what happened in the seventies and eighties in most of African countries has necessitated major changes in the way the public service operates and how it should serve people, if we want to seriously achieve our development goals. Such changes have raised the following concerns:

- The ability of the public service to deliver to the expectations of the people.
- Furthermore, given the changes that were sweeping across the world under the name of globalisation, the public service had to change to accommodate, adopt,





adapt or even choose between what was thought as best practice for particular African countries to achieve their development objectives, taking particular consideration of the prevailing conditions in each country.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

The Public Service in Africa has undergone great changes in our countries. After independence, most African countries went through a painful process of improving their public service sector. Such process required caution so as to fulfil the high expectations brought about by independence and freedom from the colonial masters. In Tanzania for example, the Government had to grapple with inadequate capacities at all levels of public service as colonial governments left very few skilled Africans to run the various services in areas such as; health, agriculture, education and administration. For sure there were no adequate resources and institutions to undertake capacity building functions at that time.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

From 1980s onwards, such challenges have been exacerbated by internal changes in different African countries such as; declining capacity to deliver public services, declining economies and weak infrastructures. Similarly, a number of external/global events in the name of globalisation have necessitated changes in the way our countries do things to meet the changing demands internationally and the internal thirst for quality public services.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

Such changes have called for African countries to re-examine their public service sectors in terms of structure, systems, skills, motivation and overall capacity to deliver efficiently and effectively public services to the expectations of the people. In most African countries these changes have called for **comprehensive public service reforms**. Implementation of such reforms which started in mid 1980s in most African countries, have shown different degree of success in terms of achievements. For example in Tanzania, through the Public Service Reform Programme, new Government structures have been put in place and efficiency in delivery of services has improved. Government planning has been improved while systems, structures and processes for improving service delivery have been installed and are working efficiently. I believe that the same thing is happening in all African countries represented in this Roundtable Conference, though in various degrees.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

The theme for this year's Roundtable Conference – **Towards An Effective Delivery of Public Services in Africa** – underlines the continuous quest for a better performing public service in our countries. A well performing public service continuously strives to be an **Institution of Excellence**. A better performing public service conducts itself in a professional and efficient manner. It also offers services based on equality and ethics. It is a public service that respects people and always puts ahead the national interest. Also, it is a type of service that focuses on availing its citizens with services that are free of any inconveniences, services that are timely and that are free of any corrupt practices.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

Despite success stories in the public service reforms in some African countries today, still the majority of our people are not satisfied. Ordinary citizens are still asking themselves whether reforms have done them good in terms of improving their lives and contributing to the eradication of poverty in our countries. Equally for us public servants, researchers, trainers, academicians and others in the field of public administration and management, we need to ask ourselves whether public services are better today than before. Another question is whether the public service is operating with a sense of **value for money in terms** of services that ordinary citizens are receiving from public offices today than before we embarked on public service reforms.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

Let me assure you that I do not have straight answers to these questions. However, it is my own expectation and I am sure this is also the expectation of this 28<sup>th</sup> AAPAM Roundtable Conference that through discussions in this Conference, these and other challenges that the African Public Service is facing and is likely to continue facing in future will receive due attention. Such discussions must be targeted at responding to those challenges by providing possible real life solutions to current problems. This would give hope to the people and to public service practitioners as well as politicians, who at the end of the day are expected to address all these issues. The ultimate goal for us all is to improve the standard of living of the African people and hence the quality of their lives.

Your Excellency the Vice President, Distinguished Guests, Ladies and Gentlemen,

In concluding my remarks, allow me again to reiterate that we have a long way to go in meeting the rising demands of our people for quality services. For that matter this Conference should seriously deliberate on how AAPAM can stay relevant and continue to contribute positively to improving public service delivery in African countries.

Thank You for Your Attention.





## **Speech by Mr. John Mitala, AAPAM President at the Opening of the 28<sup>th</sup> Roundtable Conference.**

Our Guest of Honour H.E. Dr. Ali M. Shein, Vice President of the United Republic of Tanzania, Hon. Minister of State, Office of the President, Public Service Management, Hon. Dr. Pontso Sekatle, Minister of Local Government, Kingdom of Lesotho and Patron of AAPAM, Chief Secretary, Secretary to Cabinet (and Head of Public Service, United Republic of Tanzania, Members of the Executive Committee of AAPAM, Our Distinguished Partners, Distinguished Delegates, Members of the Press, Ladies and Gentlemen.

On behalf of the Executive Committee of AAPAM, I warmly welcome you our Guest of Honour and thank you most sincerely for having accepted our invitation to officiate at the opening ceremony of our 28<sup>th</sup> Roundtable Conference this morning. This is a great honour to us because you accepted to give us this precious time out of your busy schedule.

I extend a warm welcome to all the Delegates to this Conference. We welcome all our collaborators and partners in development present at this Conference.

Today we are in Tanzania the land of Kilimanjaro and the roof of Africa. I would therefore like to express our deepest appreciation to the Government of the United Republic of Tanzania for not only having accepted to host this Roundtable Conference but also for the excellent arrangements that have been put in place to enable us to have a successful Conference. The warm welcome which has been extended to us so far has been very comforting.

Our Guest of Honour, this is not the first time for the Government of Tanzania to host an AAPAM Roundtable Conference because it did so in 1983 and 1992. Now that the Roundtable Conference is being hosted for the third time is a clear testimony of Tanzania's support to our Association. Let me also remind Delegates that AAPAM had its beginning in Dar-es-Salaam Tanzania (then Tanganyika) in 1962 when leaders of the African Public Services met for the first time to discuss development issues and changes that were facing the newly independent African countries. Consequently, whenever we come back to Tanzania for a Roundtable Conference like this one, we can confidently say that we are back to our roots. It is comforting that this time round we have returned to our roots when our Association has increasingly and reasonably recovered from the malaise it suffered in the late 1990s and at the beginning of the new millennium.

We are very grateful to our partners for the continued support which among others, alleviates some of the challenges associated with holding our Roundtable Conferences. In this respect we have continued to receive support from the Institute of Public Administration of Canada (IPAC), the Canadian International Development Agency (CIDA) through IPAC, the Commonwealth Secretariat through its Governance and Institutional Development Department (GIDD), the United Nations Department of Economic and Social Affairs (UNDESA), the Africa Capacity Building Foundation (ACBF) and the Commonwealth Association for Public Administration and Management (CAPAM).


On a sad note our Guest of Honour, I regret to inform our distinguished Delegates that one of the ardent supporters and almost an inseparable brother to AAPAM, Mr. Joseph Galimbert passed away early this year in Toronto Canada. Joe as he was popularly known was the Executive Director of IPAC. He was with us during the 27<sup>th</sup> Roundtable Conference in Livingstone, Zambia last year and as usual we had agreed on many areas of collaboration. May we observe a minute of silence in his memory.

While Joe's sudden demise pained many of us, it is comforting to report that IPAC through its new Executive Director has pledged its continued support to AAPAM. A clear demonstration to this effect is no less than the presence at this Conference of the Executive Director, of IPAC, Mr. Gabriel Sékaly.

Our Guest of Honour and Distinguished delegates, although there is still a lot to do and a lot of room for improvement, I am happy to report that our Association has gradually recovered and is now growing. Some of the evidence to that effect is as follows:

- (i) The publicity which has been carried out within the constrained resources has enabled us to attract high profile personalities into the Association. At this Roundtable Conference we have political leaders such as Ministers as well as Chairpersons and Members of the Appointing Commissions. Those distinguished leaders have come from Kenya, Mozambique, South Africa, Uganda and Tanzania.
- (ii) The number of Heads of Civil/Public Services participating is also gradually on the increase. Today these important personalities have come from South Africa, Lesotho, Botswana, Zambia, Tanzania, Ghana, Swaziland and Sierra Leone.
- (iii) There are countries which have sent delegates for the first time. We have Mozambique.
- (iv) Countries have continued to establish their local Chapters.
- (v) As a response to our appeal to African countries to try and make AAPAM less dependent on our partners, some countries have agreed to step up their subventions. I hope many more will follow this good example.
- (vi) The acceptance of UNDESA to have AAPAM as one of the organizations to collaborate with and to benefit from a number of UNDESA's programmes.



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- (vii) Report of the 27<sup>th</sup> Roundtable Conference was produced in record time and distributed widely.
  - (viii) Getting offers to host the Roundtable Conference in good time which makes preparations a bit easy.

Let us commit ourselves to continue building and consolidating the success. Where we have not yet succeeded let us not give up especially the area of resource mobilization because the situation of over dependency on our partners is not sustainable.

Our Guest of Honour, AAPAM Headquarters are hosted by the Republic of Kenya. We are grateful for the almost unlimited support which the Government of Kenya continues to extend to AAPAM in various ways. The support is quite expensive and it cannot easily be computed into monetary terms. We are grateful for that support.

Personally, I am grateful for the unwavering commitment of the entire Executive to serve the interests of AAPAM unreservedly. Their love and support to me are highly appreciated and valued.

Distinguished Delegates, the Secretariat is the implementing arm of our Association. On behalf of all of you and on my own behalf, I thank the Secretary General and his team for the work well done. Keep the standard and where there is still room for improvement please do not hesitate to do so.

Our Guest of Honour, the theme of the Conference you are about to open is **“Towards an Effective Delivery of Public Services in Africa”**. Good papers have been prepared in line with the decision of the last Roundtable Conference that as much as possible practitioners should be encouraged to prepare and present papers from the practical point of view of the Themes that are selected for the different Roundtable Conferences. During this Conference we shall have “a Testimonial Presentation” by one of the solid and well experienced administrators whose wealth of experience would be very useful for all of us. The person to give us that presentation is Mr. Joseph Rugumyamihero who has been a long serving Permanent Secretary and at the centre of Reforms in the United Republic of Tanzania.

We all look forward to a successful Roundtable Conference during which we shall be enriched. One major challenge is to measure our successes because what gets measured gets improved. Let us maintain the courage to move forward. Where we have seemingly failed we should not feel ashamed and despair. It is possible to look at what we have failed to achieve positively and then move forward. We can do this by saying that:

- Failure does not mean that we have accomplished nothing. It means that we have learned something.
- Failure does not mean that we have wasted our time, it means we have a reason or reasons to start afresh.

- Failure does not mean that we should give up.

It means we must try harder and failure does not mean that we will never make it. It means that it may take a little longer.

As Robert H. Schuller, the author of, "Tough Times Never Last But Tough".

People Do reminds us "Success is Never Ending and Failure is Never Final." Let us make this Roundtable Conference and all those to come a success by participating fully. The same goes to our Association and May God Bless all of us.

Thank you for listening.





## Opening Speech by His Excellency Dr. Ali Mohamed Shein

Vice President of the United Republic of Tanzania, at the 28<sup>th</sup> AAPAM Annual Roundtable Conference, Arusha, Tanzania: 4<sup>th</sup> - 8<sup>th</sup> December 2006

Honourable Ministers,  
Excellencies, Ambassadors and High Commissioners  
Distinguished Delegates,  
Ladies and Gentlemen,

Welcome to Tanzania; welcome to Arusha!

On behalf of the Government of the United Republic of Tanzania, it gives me pleasure to welcome you all to the 28th AAPAM Annual Roundtable Conference taking place in my country.

I would like to take this opportunity to thank the African Association for Public Administration and Management (AAPAM) for choosing my Country as a venue for this year's conference. May I also extend my appreciation to the President's Office, Public Service Management (PO-PSM) for organising this Conference. It is, indeed, an honour and a privilege to host this auspicious gathering of distinguished Ministers, top public servants, academicians, and chief executives in the public and private sector organizations.

We say to you all: **"Karibuni sana, Tanzania"**

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

Let me congratulate Africa, thanks to AAPAM leadership over the years, for what AAPAM has evolved to be, an enduring and continuously strengthening organ which the Africa Continent can boast of. There are two recent developments that I wish to acknowledge: the AAPAM innovation awards officially launched in Zambia in 2005, and the Young Professional Development Programme. The innovation awards are both a challenge and an opportunity to create and show case achievements. Through the Young Professional Development Programme, AAPAM is making a significant contribution today in preparing future leaders, managers, and administrators of tomorrow.

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

Over the past four decades, African countries, despite disparities in affluence and levels of development, many have made significant progress in the midst of increased population, unfriendly international trade regimes, and now the challenges of



globalisation and global warming. Many countries are pluralistic democracies and even those few engulfed in chaos show progress to stable political conditions. Stability is the basic condition for other positive achievements, improving public service delivery being one of them.

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,


The Theme for this year's Conference is "**Towards an Effective Delivery of Public Services in Africa.**" This theme is primarily about how public services are provided, and specifically about improving the efficiency and effectiveness of the way in which services are delivered. I am informed that the choice of this theme was necessitated by the imperative to improve public service delivery in Africa, and the need, therefore, of taking stock of our progress to this end, and exploring ways of reversing negative influences and trends to effective delivery of public services in Africa. Efforts to improve public service delivery have to be seen in the direction of focussed attempts to meet the increasing and growing expectations from our citizens.

Under the broad theme of improving the delivery of public services, I am also informed that the conference will be addressing various sub-themes, including: the need to have organisational structures, systems and technologies that are appropriate to meet the changing demands of the citizenry; the need to have a competent, skilled and well motivated public service; and, the need for economy and efficiency in the operations of public service organisations.

Furthermore, the conference is expected to focus on various approaches to the delivery of services, including devolving responsibilities to lower level governmental organs, as well as sharing responsibilities for service delivery with Non-State Actors (NSAs)

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

Let me, at the outset, agree with the organizers that the theme and sub-themes are not only appropriate but timely. This is because Public services are not a privilege in a civilised and democratic society: they are a legitimate right of the people. Meeting the basic needs of all citizens should be one of the concerns of every country in Africa, and elsewhere. This calls, among other things, for the reduction in unnecessary government expenditure and the release of resources for productive investment and their redirection to areas of greatest need. This means that government institutions must be reoriented to optimise access to their services by all citizens, within the context of fiscal constraints and the fulfillment of competing needs.



Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

Public Sector Reforms is an agenda Africa is sharing with the rest of the world. Unfortunately, due to historical reasons and our unique circumstances here in Africa the changes are often wholesale and rarely incremental. The magnitude of change in many instances overwhelms the public servants. We have not allowed ourselves the benefit of subscribing to the old Chinese saying 'A journey of a thousand miles starts with one step' we have been attempting, instead, to make great leaps. Despite the momentous task, I wish to acknowledge that Tanzania is making great progress through the initiated reforms in improving systems and processes and in changing the mind sets of the public servants for effective service delivery.

The Government of Tanzania recognizes the value of the Public Service—its people and its institutions—and the crucial role they play in both the delivery of services and the reduction of poverty. It recognizes, therefore, the important role the Public Service plays in the day to day life of the average Tanzanian citizen; it educates our children, treats our sick people, protects borders, and patrols the streets, oceans, and forests. It also works behind the scenes by providing policy advice to Ministers, formulates rules, enforces regulations and supports Parliament to decide how much taxes will be paid and are responsible for its collection.

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

In recognition of the centrality of the role of the public service significant investments are made every year to upgrade the capacity of our Public Service. Public servants are trained; their institutions are reformed; rules and procedures are changed; public servants are provided with new tools and new ways to do their jobs; fundamental changes are implemented in terms of computerization; terms of pay and employment are rationalised and improved. Furthermore, Tanzania has made profound achievements in reforming its political and economic sectors. A pluralist political dispensation has taken root and the civil society though young, is active and dynamic. The economic reforms have dramatically improved the country's economic performance, yielding high economic growth rate now at 5.2%. Per capita income has nearly doubled and the inflation rate declined to single digit around 5%. The successful implementation and sustainability of the ongoing public sector reforms is imperative for achievement of our National aspirations Vision 2025 and National Strategy for Growth and Reduction of Poverty (MKUKUTA).

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

We in Tanzania have also made an assessment as to the quality of service delivery to our people. The "State of the Public Service" report for 2004, as well as other independent reports, indicates the following situation, among others:

- In most sectors there are clear trends towards improved service delivery levels and access. This conclusion is evident in both routine administrative data and service delivery surveys, where the population perceives improvements.
- As a result of widespread improvements, a significant section of the population, 50 per cent of users of Government services are satisfied with the services currently received. The statistic also tells a different story —that half of Government service users are dissatisfied with services received!

In summary the quality of public service delivery in Tanzania, although improving, is still unacceptable. In recognition of the seriousness and continued prevalence of problems in that area, the Fourth Phase Government, which assumed office in December 2005, has "accountability and responsiveness" as its main theme. The Government has vowed to continue with reforms geared at enhancing the effective delivery of public services to our people. The new Government's motto of "Ari Mpya; Nguvu Mpya; na Kasi Mpya" (New Vigor; New Zeal; and New Speed) is indicative of the Government's resolve to improve the delivery of public services in this Country.

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

This Conference should, therefore, serve as a platform for learning from each other, as a people from countries sharing the same perspectives on the importance of effective public service delivery. I am confident that the presentations and experiences shared in this networking conference will provide participants with a realistic assessment of achievements and challenges being faced in reforming the public service and some practical answers to improve public service delivery.

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

As you undertake your deliberations it is my wish that you bear in mind a number of issues that are pertinent to the theme and sub-themes of this conference:





- First, given that all our countries are undertaking reforms of structures, systems and adopting technologies to enhance service delivery, are we making choices that are consistent with our environments?
- Second, given that our human resource capacities are low in terms of numbers; skills and competencies especially in emerging professions, such as ICT and biotechnology, should we not explore possibilities of addressing these shortages collaboratively?
- Thirdly, given the fact that on their own, central governments in our countries will never have adequate capacity for service delivery, are we doing enough to share responsibilities with the citizenry, either through lower level governmental organisations (through decentralisation), the private sector and Civil Society Organisation?

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

It has been my pleasure to share my thoughts on this subject with such a distinguished group of senior public administration practitioners, advisers and consultants; as well as academicians. It is my hope that your discussions will generate some answers to some of the issues I have raised.

Your Excellencies,  
Distinguished Guests,  
Ladies and Gentlemen,

Let me, once again, thank you for giving me the privilege to address this audience. I wish you good deliberations and a successful conference.

I now declare the 28<sup>th</sup> AAPAM Annual Roundtable Conference, officially open.

I thank you for your kind attention.

## Speeches

### Closing Ceremony

**Statement by Mr. John Mitala**, President of AAPAM at the Closing of the 28<sup>th</sup> AAPAM Roundtable Conference.


Hon. Hawa A. Ghasia, M.P, Minister of State, Office of the President, Public Service Management,  
Chief Secretary and Head of Public Service,  
Hon. Dr. Pontso Sekatle, Patron of AAPAM,  
AAPAM Executive Committee,  
Distinguished Delegates,  
Our Partners,  
Members of the Press,  
Ladies and Gentlemen,

Everything that has a beginning has an end at one point in time especially when its time frame is known. The 28<sup>th</sup> AAPAM Roundtable Conference is no exception to this simple rule of life.

In December 2005 in Livingstone, Zambia, during the 27<sup>th</sup> AAPAM Roundtable Conference received and accepted the offer by the Government of the United Republic of Tanzania to host the 28<sup>th</sup> AAPAM Roundtable Conference.

Thereafter appropriate arrangements were put in full gear by our hosts working closely with the AAPAM Secretariat. We were invited, we came, we have participated and we are gradually drawing to a close with a view to returning to our respective countries and institutions.

Most sincerely, I thank the Government of the United Republic of Tanzania for all that has been put in to make this Roundtable Conference a success. *Bwana* Chief Secretary and Head of Public Service and the Local Organizing Committee that worked under your guidance, you have done an excellent job. Through you, I specifically thank those many small persons who contribute to the success of Conferences of this nature but would never see the inside of the conference halls and rooms. We also represent them at the various banquets and cocktail parties that are given to us although we are not required to account to them. In a special way, I



would like on behalf of all delegates to thank the Government of Tanzania for the wonderful tour we had yesterday at Tarangire National Park. It was refreshing.

To you Delegates, thank you for having turned up and having participated actively in the discussions. Just imagine the disaster that would have befallen us if you had not turned up. In my opinion, it would have been terrible because we would not have the alternative the Biblical Chief had when the people he had invited for the banquet did not turn up for various reasons. He sent his servants to the streets to collect anybody they could meet for the banquet. Would that have been a solution to an AAPAM Roundtable Conference if you had not turned up? I think the answer is NO.

While it is fundamental to have a good turn-up of delegates for a good conference, it would be a very big insult to distinguished delegates like yourselves if you came and there was nothing to discuss. This has not been the case. Throughout, we have had excellent presentations from well-prepared papers. Let me therefore thank all the distinguished gentlemen and ladies who prepared and presented papers for this conference. The discussions the papers generated is a clear testimony that they were found to be useful. Delegates, we all got hard copies of all the papers that have been presented. Let us study them comprehensively and reflect on them and try to get out what can be adopted to our respective situations without necessarily waiting of an AAPAM Roundtable Conference.

One way to devote more time to various papers would be to have fewer Plenary Sessions and have a number of Parallel Sessions. Unfortunately this may not be very suitable at this point in time because we have noted that all the papers that are prepared under the various sub-themes turn out to be of interest to all delegates hence making it difficult to break the work into parallel sessions. In those circumstances, the best option is to have those various papers in the various plenary sessions within the constrained time on the understanding that using the modern technology anybody interested more and more in what has been presented would make a follow-up with the presentation of the country where the presentation have its roots of origin.

Guest of Honour, during a Conference like this one, we have a group with extraordinary commitment. Those are the Rapporteurs who forego all the pleasures which the rest of us enjoy in order to have the proceedings properly recorded and have a good summary for the conclusion of our conference. Chief Rapporteur and your entire team you are thanked for the work well done. The ladies and gentlemen who have been on the computers throughout the Conference duration producing documents among other work are commended for their work and contribution.

We are extremely grateful to the Government of the Kingdom of Swaziland for the offer to host the 29<sup>th</sup> Roundtable Conference next year 2007. I am informed that preparations for hosting the same will commence very soon. I am therefore extending an early invitation to all of you to attend that Roundtable Conference. Since

Swaziland is one of the very few Kingdoms we still have on the continent, there are many things which may not be found anywhere else but only in Swaziland so do not miss the chance. I have no doubt in my mind that the authorities of the Kingdom of Swaziland will work with their big neighbour South Africa to enable you enter the Kingdom without undue hustles.

We are grateful to the Management of the different hotels where we have been staying for the last few days. Although a few hitches were reported here and there, on the whole things went on well. Even in the few cases where some junior employees took it upon themselves to give away rooms without requisite authority, the matter would be sorted out quickly the moment the appropriate authority were contacted.

At the opening of our Conference, H.E, the Vice President as well as our host the Chief Secretary invited and encouraged all of us to survey and sample the various rich aspects of the Tanzanian life. Reports reaching the Secretariat indicate that a good number of delegates positively responded to the calls. I am yet to verify those reports but once that is done the full report will be given during the next Roundtable Conference.


As we leave, let us commit ourselves to continue contributing positively to more effective service delivery to the people we serve and who are entitled to those services as a right. Let us also remember that the service we render to others is the nominal rent we pay for our continued stay and existence on planet earth.

To those subscribing to Christianity, I wish you a merry Christmas. To our brothers and sisters of the Islamic faith Idi Adhur is not very far. May the Almighty Allah bless you graciously and abundantly. To all of you, I wish you a happy and precious New Year 2007 and God willing let us all meet in Swaziland for the 29<sup>th</sup> AAPAM Roundtable Conference.

As we leave, we take happy memories and may God give us journey mercies.

LONG LIVE AAPAM  
LONG LIVE AFRICA  
THANK YOU.





**Closing Remarks by Mr. Phillemon L. Luhanjo**, the Chief Secretary,  
Secretary to the Cabinet and Head of Public Service, President's Office.

Regional Commissioner for Arusha Region,  
Honourable Ministers,  
Heads of Public Service,  
President, African Association for Public Administration and Management,  
Permanent Secretaries and Deputy Permanent Secretaries present,  
Distinguished Conference Participants,  
Invited Guests,  
Members of the Press,  
Ladies and Gentlemen.

Allow me to start my closing remarks by thanking all of you for the hard work, dedication and contributions you made in the past five days of this important AAPAM Conference. It is through your ideas that we have managed to reach where we are now. My thanks also go to the National Organising Committee whose tireless efforts throughout have made this Conference a success. Let me also thank AAPAM Secretariat for its efforts in the preparations of this Conference. Conference participants, ladies and Gentlemen it is the efforts of all the above and you delegates who spared your precious time to travel from all over Africa and outside that made this Conference a success that we all need to be proud of. I thank very much every one of you!

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

The broad objective of our workshop was to critically discuss and compare notes on public service delivery including constraints to improving service delivery to the people. As was clearly pointed out in the opening speech for this Conference on 4<sup>th</sup> December 2006, and as it also came out in the presentations and discussions from the Conference, this objective still remains a challenge that would need constant thinking and rethinking in terms of interventions and strategies to achieve it. This is so because as conditions of service delivery on the ground in most African countries vividly shows, I believe you will agree with me that our people still deserve much better public service which we as public servants are obliged to improve.

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

The Conference proceedings have discussed factors that are still impairing public service improvements in Africa and the way forward. Some of the problems discussed need our continuous considerations especially if we want to make a difference in our public service institutions. Public service reforms that most African countries are undertaking must invest its efforts systematically in addressing issues that have come

out of this Conference and others that are important for improving service delivery in Africa.

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

Despite the success of the Conference I have just pointed out, yet there are some questions that you and I need to address. Foremost, is to what extent have we done justice to the objectives of the workshop? Can we say for sure that the papers and discussions from the Conference that revolved around our main theme, *"Towards An Effective Delivery of Public Service in Africa"* have been exhaustive to the extent of meeting the objective of our Conference? Furthermore, to what extent do we relate the gains of this Conference with our country's long term public service improvements and our national development agenda?

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

As you have been, I was also a participant of this Conference. Let me assure you from my own perspective as a participant that the objective of this Conference has been met. Also, the Conference has been able to address very pertinent issues related to our national development plans and poverty reduction strategies. I have three concrete reasons for saying that the objectives of the Conference have been met as follows:


- i. The papers that were presented were well researched and had practical solutions to public service delivery problems in Africa,
- ii. The plenary sessions as well as the Group discussions were focused on issues that requires attention of all working in public institutions to change the way they do things so as to improve public service delivery, and
- iii. Active participation from all participants throughout the Conference shows how participants were prepared to learn and to share experience so as to meet its objective.

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

Taking the above successes of this Conference we still have key challenges that we need to confront. Tackling such challenges would make us comfortable that the achievements we gained in this Conference will meet our noble goal of making sure that the learned experience will filter down to our countries thus improve service delivery. Such challenges are:

- i. What is it that each one of us has learned that would make us do things differently back home?



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- ii. Given the papers presented and the discussion what, for example, has Zambia done and achieved to improve public services that Uganda or any other country present can learn/borrow from them.

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

Let me assure you that as Chief Secretary and Head of Public Service of Tanzania I have learned a lot from what other African countries are doing differently, to improve public service delivery. Such skills would assist me in managing public service that is strategic, focused and that is result minded. I sincerely hope that the case is the same with you all my colleagues and participants. I believe that with such ideas, we can make a difference in public service delivery in Africa.

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

In concluding, allow me again to congratulate you all for your efforts which have made the 28<sup>th</sup> AAPAM Annual Roundtable Conference successful. We need to recognise that it is only through exchanges of ideas like the way we did in this Conference that we can seriously assist our countries to improve their public services. Therefore, as we go back home we should carry with us the message, how differently should we do things given the knowledge that we have acquired from this Conference. Furthermore, we should start thinking about what new we will bring to the 29<sup>th</sup> AAPAM Conference. If we will all do it that way, then let me assure you that we will leave behind a legacy in terms of contributing to public service delivery and poverty reduction in our countries.

Distinguished Guests, Conference Participants, Ladies and Gentlemen,

I believe I have said enough and allow me now to officially declare that this 28<sup>th</sup> AAPAM Annual Roundtable Conference that was held here in Arusha, Tanzania from 4<sup>th</sup> to 8<sup>th</sup> December 2006 has come to its end. I wish you safe journey back home.

Thank You for Your Attention.

## Invitation to the 29<sup>th</sup> AAPAM Roundtable Conference, Royal Kingdom of Swaziland

Mr. Chairman,  
Minister Sekatle, the AAPAM Patron,  
Mr. Mitala, the AAPAM President,  
Distinguished Members of AAPAM and  
Delegates to this 28<sup>th</sup> Roundtable Conference of AAPAM,  
Our friends the co-operating partners,  
Distinguished Ladies and Gentlemen.,

The ideals for which AAPAM stands are self evident. The critical importance of the issues discussed at the AAPAM Roundtable Conferences in advancing the practice, teaching and research on Public Administration are indisputable.

Mr. Chairman, it is my honour and privilege to state live what my Minister mentioned in the recorded message that, the Government of the Kingdom of Swaziland proposes to host you all for the 29<sup>th</sup> AAPAM Roundtable Conference in the Kingdom of Swaziland. We therefore invite you all to attend in your numbers.


As we all know, the AAPAM Roundtable Conferences are usually held during November or December. We have however proposed to AAPAM that the Roundtable Conference in Swaziland be held early September, 2007, so as to be more suitable to our calendar of activities.

We know that as Executives your calendar for 2007 most probably has already been planned, but we hope our proposal will not be too disruptive to your schedules for the year.

We have noted the high standard set by the Government of the United Republic of Tanzania in hosting the 28<sup>th</sup> Roundtable Conference. We congratulate you Tanzania for your success – we also accept it as a challenge to ensure that we maintain the standard.

As Swazis, there is nothing that we believe we are not – I think sometimes we even consider ourselves to be one of the super powers!. We are a simple and humble people, many times found to be looking inwards to the demands of the changes and challenges that face us as a nation – yet we concurrently engage the external





environment as per the dictates of the globalizing world. Our Public Administration stretches from that of the traditional Chief in the village to the modern administration led by my Chief here, Mr. Ceko, the Head of the Public Service.

Mr. Chairman, Distinguished Ladies and Gentlemen, We hope you accept our invitation.

WELCOME TO SWAZILAND.

Mr. Cyril J.M. Kunene  
Principal Secretary for Public Service and Information  
Royal Kingdom of Swaziland  
*8<sup>th</sup> December 2006*

## ANNEX VI

# Programme

### 28th AAPAM Annual Roundtable Conference, Arusha, Tanzania

#### SATURDAY, 2<sup>ND</sup> DECEMBER 2006

TIME	ACTIVITY	PLACE	COORDINATOR
6.00pm - 8.00pm	Registration of Delegates	Arusha International Conference Centre (AICC)	AAPAM Secretariat and Organizing Committee

#### SUNDAY, 3<sup>RD</sup> DECEMBER 2006

TIME	ACTIVITY	PLACE	COORDINATOR
11.00am - 1.00pm	AAPAM Executive Committee Meeting	AICC	AAPAM Secretariat
3.00pm - 7.00pm	Registration of Delegates	AICC	AAPAM Secretariat and Organizing Committee
3.00pm - 4.30pm	Meeting of Executive Committee and National Organizing Committee	AICC	
5.00pm - 6.00pm	Rapporteurs' Meeting	AICC	Chief Rapporteur

#### DAY ONE: MONDAY, 4<sup>TH</sup> DECEMBER 2006

TIME	ACTIVITY	COORDINATOR	REMARKS
8.00am - 8.30am	<b>Late Registrations</b>	AAPAM Secretariat and Organizing Committee	AICC
8.30am - 10.30am	<b>OPENING CEREMONY</b> (See insert for details)	National Organizing Committee	AICC
	<b>Chairperson and Chief Host: Mr Phillemon L. Luhanjo</b> Chief Secretary, President's Office, Secretary to Cabinet and Head of the Public Service		
10.10am - 11.00am	<b>Official Group Photographs and Refreshments</b>		

TIME	ACTIVITY	COORDINATOR	REMARKS
<b>11.00 am</b>	<b>PLENARY 1</b>		<b>SESSION CHAIR</b>
11.00am - 12.00 noon	<b>Testimonial Lecture:</b> To Serve and Preserve: Motto for Becoming an Effective Permanent Secretary in the Changing World of Public Service	<b>Mr. Joseph Rugumyamheto</b> Formerly, Permanent Secretary, President's Office, Public Service Management, Tanzania	<b>Mr. John Mitala</b> , AAPAM President, Head of Public Service & Secretary to Cabinet, Government of Uganda  <b>Rapporteurs:</b> Mr. Gustan Kunkuta Mr. Raymond Mutagahywa

**12.00noon - 12.30pm PLENARY DISCUSSION**

**12.30pm - 2.00pm LUNCH BREAK**



TIME	ACTIVITY	PRESENTER	REMARKS
2.00PM	<b>PLENARY 2</b>		<b>SESSION CHAIR:</b>
	<b>State of the Public Services in Africa</b>		<b>Mr. Tlohang Sekhamane,</b> AAPAM Deputy President Government Secretary Lesotho
2.00pm – 2.20pm	Assessments of Service Delivery in Africa—What the Citizens say Nature and Purpose	<b>Dr. Annie Barbara Chikwanha,</b> Afrobarometer Network, Cape Town, South Africa	<b>Rapporteurs:</b> Mr. Joseph S. Mbwillo Ms. Lucy Massoi
2.20pm – 2.40pm	Key Strategies for Fighting Corruption and Mismanagement in Order to Enhance Accountability and Service Delivery in African Public Services	<b>Dr. Ijuka Kabumba</b> Associate Professor, Nkumba University, Uganda	
2.40pm – 3.00pm	Review of Administrative Reforms and their Impact on the State and Bureaucracy: Lessons fo Africa from Zambia	<b>Dr. Weston Mafuleka,</b> School of Humanities and Social Sciences, University of Zambia	

**3.00pm – 3.30pm PLENARY DISCUSSION**

**3.30PM – 4.00pm TEA/COFFEE BREAK**

TIME	ACTIVITY	PRESENTER	REMARKS
4.00pm	<b>PLENARY 3</b>		<b>SESSION CHAIR:</b>
	<b>Public Sector Reforms</b>		<b>Mr Sendile B. Ceko</b> Secretary to Cabinet/Head of Public Service, Swaziland
4.00pm – 4.20pm	The Kenya Experience with Performance Contracting Imperatives in Africa	<b>Dr. Margaret Kobia</b> Director and CEO, Kenya Institute of Administration and <b>Nurah Mohammed</b>	<b>Rapporteurs:</b> Dr. Benson Bana Dr. Stella Bendera
4.20pm – 4.40pm	Service Delivery and Access in South African Tertiary Education: Two Case Studies	<b>Prof. Malcolm Wallis,</b> University of Durban South Africa	

**4.40pm – 5.30pm PLENARY DISCUSSION**

**7.00pm COCKTAIL RECEPTION**

**DAY TWO: TUESDAY 5<sup>TH</sup> DECEMBER 2006**

TIME	ACTIVITY	PRESENTER	REMARKS
9.00am	<b>PLENARY 4</b>		<b>SESSION CHAIR:</b>
	<b>Reforms and Best Practices</b>		<b>Mrs Ruth H. Mollel</b> PS, President's Office Public Service Management, Tanzania
9.00am – 9.20am	Problems of Administrative Reforms, Quality Service and Accountability	<b>Mrs M. C. Makhothu,</b> National University of Lesotho	<b>Rapporteurs:</b> Mr. Mrisho Malipula Mr. Joseph Mbwillo

TIME	ACTIVITY	PRESENTER	REMARKS
9.20am – 9.40am	Citizen Participation in the Delivery of Public Services in Cameroon	<b>Dr. Paul N. Ndue</b> , University of Yaounde II Cameroon	
9.40am – 10.00am	Best Practices in Public Service Delivery: Case Study from Botswana	<b>Mr. Maurice A. O. Nyamunga</b> , Consultant Government of Botswana	
10.00am – 10.30am	<b>PLENARY DISCUSSION</b>		
10.30am – 11.00am	<b>TEA/COFFEE BREAK</b>		
<b>11.00am</b>	<b>PLENARY 5</b>		<b>SESSION CHAIR:</b>
	<b>Human Resource Management</b>		<b>Mr. Eric Molale</b> Secretary to Cabinet, Botswana
11.00am – 11.20am	Human Resources Development Policy Making and Management. The Take off to Effective Public Services Delivery in Africa	<b>Prof. John W. Forje</b> , University of Yaounde II Cameroon	<b>Rapporteurs:</b> Mr. Raymond Mutagahywa Ms. Lucy Massoi
11.20am – 11.40am	Managerial-Leadership of the Civil Service: A Case Study of the Accelerated Training of the Top Echelon of Ghana's Civil Service	<b>Prof Stephen Adei</b> , Rector, Ghana Institute of Management and Public Administration (GIMPA)	
11.40am – 12.30pm	<b>PLENARY DISCUSSION</b>		
12.30pm – 2.00pm	<b>LUNCH BREAK</b>		
<b>2.00pm</b>	<b>PLENARY 6</b>		<b>SESSION CHAIR:</b>
	<b>Human Resource Management (Cont)</b>		<b>Mr. Eric Molale</b> Secretary to Cabinet, Botswana
2.00pm – 2.20pm	Motivating the Public Service for Improved Service Delivery: Research Findings	<b>Mr. Joseph O. Dada</b> Consultant, ASCON, Nigeria	<b>Rapporteurs:</b> Dr. Benson Bana Dr. Stella Bendera
2.20pm – 2.40pm	Human Resource Development, Effective Service Delivery Linkage in the Context of the Public Sector Reform Programme in Tanzania	<b>Dr. Faissal H. H. Issa</b> , Director, Human Resource Development, Public Service Management, Tanzania	
2.40pm – 3.10pm	<b>PLENARY DISCUSSION</b>		
3.10pm – 3.30pm	<b>TEA/COFFEE BREAK</b>		
3.30pm – 5.30pm	<b>Group Discussions</b>	<b>Chief Rapporteur</b>	Groups and Topics to be organized by the Chief Rapporteur
5.00pm – 6.30pm	<b>AAPAM Council Meeting</b>		
5.30pm	<b>ADJOURNMENT</b>		

### DAY THREE: WEDNESDAY, 6<sup>TH</sup> DECEMBER 2006

TIME	ACTIVITY	PRESENTER	REMARKS
9.00am	<b>PLENARY 7</b>		<b>SESSION CHAIR:</b>
	<b>Policy Management</b>		<b>Mr. Ngambo V. P. Fondjo</b> AAPAM Vice President for West Africa, Charge de Mission, Presidente de la Republique Cameroun
9.00am – 9.20am	The Centrality of an Effective Policy Management Framework for Effective Delivery of Services to the Population in Africa	<b>Mr. V. Opio Lukone</b> , Permanent Secretary & Deputy Secretary to Cabinet, Office of the President, Uganda	<b>Rapporteurs:</b> Dr. Laurian Ndumbaro Mr. Raymond Mutagahywa
9.20am – 9.40am	Appraising Management Development Institutes Mandate for Effective Human Capacity Building Towards Improved Sector Delivery	<b>Mr. Joseph O. Dada</b> , Consultant, ASCON Nigeria	
9.40am – 10.00am	Impact de la Décentralisation sur la Gouvernance Urbaine au Cameroun: cas de la ville de bangangte	<b>Mr. Faustin Noundjeu</b> Yaounde, Cameroon	
10.00am – 10.30am	<b>PLENARY DISCUSSION</b>		
10.30am – 11.00am	<b>TEA/COFFEE BREAK</b>		
11.00am	<b>PLENARY 8</b>		<b>SESSION CHAIR:</b>
	<b>Public/Private Sector Participation and Service Delivery</b>		<b>Dr. J. L. Kanganja</b> Secretary to Cabinet, Zambia
11.00am – 11.20am	Public/Private Partnership in Service Delivery: Application, Reasons, Procedures, Results and Challenges in Tanzania Local Government Authorities	<b>Dr. Honest P. Ngowi</b> , Mzumbe University, Tanzania	<b>Rapporteurs:</b> Dr. Stella Bendera Ms. Lucy Massoi
11.20am – 11.40am	The Benefits of the Public Private Partnership in Health Service Delivery: Evidence from Selected Cases in Tanzania	<b>Dr. Josephat Itika and Dr. E. Mwageni</b> , Mzumbe University, Tanzania	
11.40 noon – 12.30pm	<b>PLENARY DISCUSSION</b>		
12.30pm – 2.00pm	<b>LUNCH BREAK</b>		
2.00pm	<b>PLENARY 9</b>		<b>SESSION CHAIR:</b>
	<b>Decentralization</b>		<b>Mr. Joe D. Issachar</b> Head of Civil Service, Ghana

TIME	ACTIVITY	PRESENTER	REMARKS
2.00pm – 2.20pm	Rethinking Decentralization and Devolution of Power within the African Context: Challenges and Opportunities	<b>Prof. John W. Forje</b> , University of Yaounde II Cameroon	<b>Rapporteurs:</b> Dr. Benson Bana Mr. Gustan Kunkuta
2.20pm – 2.40pm	Decentralization in Africa: Lessons of Success and Failures from some Francophone African Countries	<b>Dr. Paul N. Ndue</b> University of Yaounde II Cameroon	
2.40pm – 3.00pm	Decentralization by Devolution: The Case of Tanzania	<b>Mr. A. Kabagire</b> , Programme Manager, Local Government Reform Programme, Prime Minister's Office, Tanzania	
3.00pm – 3.30pm	<b>PLENARY DISCUSSION</b>		
3.30pm – 4.00pm	<b>TEA/COFFEE BREAK</b>		
4.00pm – 6.00pm	<b>Group Discussions</b>	<b>Chief Rapporteur</b>	
	(CONT.) Preparations of Group Reports		
6.00pm – 7.00pm	Meeting of Rapporteurs	<b>Chief Rapporteur</b>	

#### DAY FOUR: THURSDAY 7<sup>TH</sup> DECEMBER 2006

TIME	ACTIVITY	PRESENTER	REMARKS
	<b>WHOLE DAY EXCURSION</b>	<b>Organizing Committee</b>	<b>Courtesy of the Tanzania Government</b>
8.30am	Depart AICC		
5.00pm	Return AICC		
7.30pm	<b>DINNER/CULTURAL EVENING</b>		

#### DAY FIVE: FRIDAY, 8<sup>TH</sup> DECEMBER 2006

TIME	ACTIVITY	PRESENTER	REMARKS
<b>9.00am</b>	<b>PLENARY 10</b>		<b>SESSION CHAIR:</b>
9.00am – 10.00am	<b>Presentation of Group Reports</b>	<b>Group Rapporteurs</b>	<b>Prof. G. Mutahaba</b> Chief Technical Advisor Presidents's Office, Public Service Management, Tanzania
10.00am – 10.30am	Plenary Discussion of Group Reports		
10.30am – 11.00am	<b>TEA/COFFEE BREAK</b>		

TIME	ACTIVITY	PRESENTER	REMARKS
11.00am - 11.30am	Presentation of Conference Communique (Conference Conclusions and Recommendations)	<b>Chief Rapporteur</b>	
11.30 - 12.00pm	Plenary Discussion of the Communique		
<b>12.00pm</b>	<b>OFFICIAL CLOSING</b>		<b>SESSION CHAIR:</b>
			Tanzania Senior Government Official
12.00pm - 12.10pm	<b>Statement</b> by a Representative of the Host Country for the <b>29<sup>th</sup> AAPAM Roundtable Conference - September/October 2007</b>		
12.10 - 12.30pm	<b>Statement by the AAPAM President</b>		
12.30pm - 12.45pm	<b>Closing Address</b>		<b>Mr. Phillemon L Luhanjo,</b> Chief Secretary, President's Office, Secretary to Cabinet and Head of Civil Service
1.00pm. - 2.00pm	<b>LUNCH AND DEPARTURE</b>		

**PAST AAPAM ROUNDTABLE CONFERENCES (1978 – 2005)**

<b>Month &amp; Year</b>	<b>Venue</b>	<b>Theme</b>
1. August 1978	Freetown, <b>Sierra Leone</b>	African Public Services: Prospects for the 1980's
2. August 1979	Nairobi, <b>Kenya</b>	A Profile of the African Public Service in the 1980's
3. September 1980	Victoria, Mahe, <b>Seychelles</b>	African Public Services and Public Policy in the 1980's
4. December 1981	Salisbury, <b>Zimbabwe</b>	Personnel Development Management and Utilization in a Performance Oriented African Public Service in the 1980's
5. November 1983	Arusha, <b>Tanzania</b>	The Changing Ecology of Public Administration and Management in Africa
6. December 1984	Blantyre, <b>Malawi</b>	Public Enterprises Versus Privatization: Which Way for Africa
7. December 1985	Accra, <b>Ghana</b>	Food Crisis in Africa: Policy and Management Issues
8. December 1986	Maseru, <b>Lesotho</b>	Policy and Management Issues in the Transport Sector
9. December 1987	Gaborone, <b>Botswana</b>	African Crisis; Structural Adjustment and Impact on Responses by Public Administration and Management in Africa
10. November 1988	Kampala, <b>Uganda</b>	Human Resource Development and Employment: Policy Management Issues
11. November 1989	Victoria, Mahe, <b>Seychelles</b>	Towards Enhancing Entrepreneurship in African Public and Private Sectors
12. December 1990	Abuja, <b>Nigeria</b>	Mobilization the Informal Sector and NGO'S for Recovery Development: Policy and Management Issues
13. December 1991	Mbabane, <b>Swaziland</b>	Ethics and Accountability in African Public Services
14. December 1992	Arusha, <b>Tanzania</b>	Managing Science and Technology policy in Africa
15. January 1994	Banjul, <b>The Gambia</b>	Political Pluralism and Good Governance in Africa: Implications for the Public Service
16. November 1994	Nairobi, <b>Kenya</b>	Mobilization and Utilization of Resources for Effective Performance in the Public Service
17. March 1996	Cairo, <b>Egypt</b>	Civil Service Reform in Africa: Past Experiences and Future Trends
18. March 1997	Nairobi, <b>Kenya</b>	Decentralization as a Principle of Democratic Governance in Africa: Issues and Options
19. November 1997	Gaborone, <b>Botswana</b>	Preparing African Public Administration and Management for 21 <sup>st</sup> Century
20. November 1998	Nairobi, <b>Kenya</b>	Public-Private Sector Partnership: The Path to Africa's Accelerated Development
21. November 1999	Kampala, <b>Uganda</b>	Quality Management Assurances in Africa
22. November 2000	Mahe, <b>Seychelles</b>	Good Governance in Africa
23. March 2002	Abuja, <b>Nigeria</b>	Managing Change in Globalizing Economy
24. November 2002	Maseru, <b>Lesotho</b>	The African Public Service in the 21 <sup>st</sup> Century
25. April 2004	Banjul, <b>The Gambia</b>	The Role of Public Service in Poverty Reduction Strategies: Challenges and Solutions
26. March 2005	Mombasa, <b>Kenya</b>	The Enabling State and the Role of the Public Service in Wealth Creation: Problems and Challenges for Development in Africa
27. December 2005	Livingstone, <b>Zambia</b>	Harnessing the Partnership of the Public and Non-State Sectors for Sustainable Development and Good Governance in Africa: Problems and the Way Forward
28. December 2006	Arusha, <b>Tanzania</b>	Towards an Effective Delivery of Public Services in Africa

**NATIONAL ORGANISING COMMITTEE  
FOR THE 28<sup>TH</sup> ROUNDTABLE CONFERENCE**

**Chairperson**

**Mrs. Ruth H. Mollel**, Permanent Secretary, President's Office, Public Service Management

**Members**

**Mr. George D. Yambesi**, Deputy Permanent Secretary, President's Office, Public Service Management

**Mr. Michael P. Mwanda**, Secretary General, Association of Tanzania Administrators

**Mrs. Thecla W. Shangali**, Secretary, Public Service Commission

**Mr. Daniel Z. Mwalusamba**, Acting Coordinator, Administration, President's Office, State House

**Prof. Gelase Mutahaba**, Chief Technical Advisor, President's Office, Public Service Management

**Dr. Richard Kavura**, Capacity Building Expert, President's Office, Public Service Management

**Mr. Mathias B. Kabunduguru**, Director, President's Office, Public Service Management

**Dr. Faisal Issa**, Director, President's Office, Public Service Management

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