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ANNEX TO THE GUIDE

**REPORT ON THE ADOPTION AND USE OF
PERFORMANCE MANAGEMENT SYSTEMS INCLUDING
MEASUREMENT, MONITORING AND EVALUATION IN
AFRICA**

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LIST OF ABBREVIATIONS/ACRONYMS

PMS	Performance Management Systems
CAMPS	Conference of African Ministers of Public Service
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
MBOs	Management by Objectives
PPBS	Planning Programming Budgeting Systems
ZBB	Zero Based Budgeting
GPRA	Government Performance and Results Act
GDP	Gross Domestic Product
SAP	Structural Adjustment Program
ROM	Result Oriented Management
MTSP	Medium Term Strategic Plan
PIM	Performance Improvement Model
MDAs	Ministries Departments and Agencies
LGAs	Local Government Authorities
EFQM	European Foundation of Quality Management
MTEF	Medium Term Expenditure Framework
OPRAS	Open Performance Review and Appraisal System
TLC	Training and Localization Commission
PRP	Performance Related Pay
PP	Parallel Progression
EEER	Enhanced Employer/Employee Relationship
O& M	Organization and Methods
MDs	Ministries and Departments
SWOT	Strength, Weaknesses, Opportunities and Threats
IDP's	Individual Development Plans
PDP	Performance and Development Planning
ECC	Economic Committee of Cabinet
HR	Human Resources
DPSM	Directorate of Public Service Management
ICMO	Internal Corporate Management Objectives
KRAs	Key Result Areas
APPs	Annual Performance Plans
UNDP	United National Development Plan
BSC	Balance Score Cards
HRM	Human Resource Management
PIC	Performance Improvement Committee
MPIC	Ministerial Performance Improvement Committee
PSRU	Public Sector Reform Unit

1st DRAFT

**ADOPTION AND USE OF PERFORMANCE MANAGEMENT SYSTEMS
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Part One

Background and Introduction

The 2009-2012 African Union (AU) Strategic Plan gives the African Union Commission (AUC) the mandate to promote governance, democracy, human rights and rights-based approaches to development in all spheres. Against this background the AU, in close collaboration with UNDP, is spearheading the development of Management Guides for select aspects of Public Service Administration and Governance in Africa within the framework of the African Charter on Public Service. The UNDP Regional Programme for “Consolidating Democratic and Participatory Governance in Africa” CD-GAP is engaged in this process through its Africa Governance and Public Administration Programme (AGPAP). The Process of development of management guides within the AU is being led by the Bureau of the African Conference of Ministers of Public Services (CAMPS) through the CAMPS Secretariat.

There is consensus amongst most stakeholders and development practitioners agree on the importance of effective, accountable, democratic developmental States on the African continent, serious capacity gaps exist in public administration and governance, widely due to weak Human Resource Architecture and Policy Planning; poor leadership/management development processes and generally ill-conceived performance management systems. There are other factors; however, this project seeks to create three well-thought out Management Guides on these three themes for use by African institutions and development actors. The Management Guides will-amongst other things-

seek to aggregate the large body of literature on the subject, avoid dispersion, and increase the added value of existing and new knowledge.

The Management Guides will thus serve as a useful resource for African governments, policy-makers, legislators, Institutions of learning, think tanks, donors, bi-multilateral agencies, non-governmental organizations (NGOs) community-based organizations (CBOs) and the general public who are interested in issues of governance and public administration .The Guides will also serve to inform policy, improve the quality of governance and public service reform programmes, facilitate decision-making and as a key reference guide for public service reform and governance assessments. In addition to making existing knowledge easily available, accessible and providing information to the public the Management Guides will reduce repetition of mistakes made elsewhere, and thus improve the effectiveness of public service reforms, public administration and quality of public services delivered to the African people by States. The Management Guides will serve to compliment the large body of existing, emerging and new knowledge and innovations in public administration on the continent.

Among the areas which the Conference of African Ministers of Public Service (CAMPS) have decided that a management guide on it be developed is performance management including measurement, monitoring and evaluation. This Report which is an annex to the Management Guide has been developed under the direction of the CAMPS Secretariat, with funding from UNDP.

The guide is meant to provide public service practitioners with a code of standard that is an international benchmark to leverage their respective performance management and measurements systems and practices including monitoring and evaluation.

It is also meant to provide an easy to use and applicable tool to member states wishing to institute performance management and measurement including monitoring and evaluation systems and processes in their respective public/civil services.

This annex to the Guide is intended to provide a conceptual and contextual base to the guide. It contains information on the role of performance management in governance, public administration improvement as well as its historical development.

While the Consultant led the process of preparing the Guide and this annex the product is a result of an interactive and consultative process. The TORs were initially prepared by the UNDP and CAPS Secretariat, but were finalized at a meeting that brought together UNDP, CAMPS Secretariat, AU Bureau, Champions and Co-Champions and the consultants.

Data was collected initially from searching the internet for the literature on performance management globally and in Africa at a conceptual and practical level. The search on Africa was intended to progressively determine countries that had good practices and transferable lessons, which could be documented in the Report as well as inform the preparation of the guide.

In addition to the internet and other types of literature review the consultant visited five targeted countries among those that were identified from the literature to have transferable lessons with a view to obtaining on site information through review of official documents and discussion with relevant people.

Using information from the various sources the consultant has developed this report through more than three iterations, with output of each iteration being subjected to a validation process.

The Report is an Annex to the Management Guide on Performance Management, including Monitoring and Evaluation as well as Measurement. It is organized as follows. Following the Introduction and background (Section 1), Section 2 consists of a

longitudinal assessment of global efforts to improve performance in public institutions and the current state of those efforts; Section 3 of the Report provides an analysis of the extent to which African Governments are adopting PMS frameworks/tools in their operations and emerging trends, while section 4 presents Case Studies on Good Practices and Lesson learnt. The last section, (section 5) consists of conclusions and the next steps,

Part Two

Performance Improvement and Management: Conceptual and Practical Perspectives

1. Evolution of the Performance Management Movement

There is a tendency by both scholars and practitioners on the subject of performance management to suggest that the phenomena started with the advent of the New Public Management (NPM) movement that was at its height in the early 1990s¹. This is erroneous because concern for improved performance of public sector organizations has been in vogue for more than one hundred years and current focuses in terms of its uses, its elements and application have to some extent been influenced by its evolution over those years. In view of that fact some attention is devoted to reviewing the evolution of the performance movement with a view to establishing the extent to which current thinking and practices on PMS have been affected by that history.

In a study on management practices in early twentieth century New York, Williams (2003) reveals that many of the features that advocates of contemporary performance management claim to be innovations were already in use then. What seems to be new is that the features are now being used to deal with a greater variety of purposes and they also being used more extensively. Starting with that cue, in this section we review briefly the main features of the performance management movement as it has evolved since the early twentieth century to date.²

According to Wooten Van Doreen initial steps in adoption of performance management practices arose between the end of the nineteenth century and early twentieth century and emanated from different milieus, including social reformers, engineers and specialist

¹ See the paper on Performance Management in Botswana given by Joyce Maphosa at the CAMPS Workshop on Performance Management which took place in Namibia in March 2010.

² The development of this section has relied heavily on *Performance Information in the Public Sector: How It is Used*, by publication by Wouter Van Dooren and Steven Van Walle, Editors, Palgrave Macmillan, Basingstoke, Hampshire, England, 2008 ; *Measuring Government in the Early Twentieth Century*, by Williams, D.W, Public Administration Review, vol. 63, no. 6, pp. 522-59

administrators as well as large corporations. Most of the movements were a response to and sought answers for the problems arising from industrialization, poverty and social unrest, and inefficiency and corruption in Government through the rationalization and quantification of policy and administration. We review the movements and their thrusts in succession below.

The first set of performance movement campaigners labeled the ***Social Survey Movement*** comprised social reformers who were concerned with addressing the societal disorders and problems that accompanied industrialization in the first world including understanding their causes. The best known work of the movement is the study by Charles Booth on *The Life and Labor of the People of London – 1886-1903*. Booth believed that to effectively deal with poverty there was need to gather quantitative information on characteristics of poverty, including statistics on numbers of poor people, causes of poverty, measures to alleviate it.

The movement mainly targeted socio-economic inequities that were accompanying from industrialization processes and sought to sensitize governments on the benefits of quantifying information on problems needing to be addressed, as well the results of actions being taken to ameliorate the problems.

The second movement, christened “Scientific Management and the Science of Administration” was, like the social survey movement, focusing on developing organizational solutions to the problems/challenges arising from industrialization processes. Examples of problems that were related to industrialization were urbanization which required society to be regulated than was the case before. This in turn called for state institutions that had the capacity and capability to deal with the problems and a major element of that capacity was using skilled professionals. Administration came to be seen as a profession and a science in its own right and measurement of government operations was an element of the emerging administration profession. As Mosher (1968: 72-3) put it, “*a movement calling for government to organize its business based on scientific principles that entailed planning work to be undertaken, using people with*

specialized skills to undertake government work, adopting set standards in operations and measuring results using quantification had come to be and it was unstoppable”.

The third performance improvement movement was concerned with controlling wastage in the production and delivery of goods and services in the public sector. It therefore focused on adoption of tools and instruments that made it possible for organizations could allow public sector agencies system and delivery of services the adoption of cost accounting, in the early part of the 20th Century as a joint venture between the public and private sectors to respond to the need for control as well as openness in the way large and complex organizations and operations were managed. Cost accounting became the process of tracking, recording and analyzing costs related to an activity of an organization Through cost accounting, output indicators became integrated into the financial system. However, the movement remained inept and rudimentary in terms of its use in the public sector and it is considered an innovation, even in OECD countries, while in developing countries’ public sector organizations, including Africa it is still at a nascent stage (Pollit and Bouorkarert, 2004).

The fourth stream in performance movement initially emerged in the United States in the 1940s and was named “Performance Budgeting”. It focused on improving the budgetary process of the Government to be able to express the objectives of the Government”in terms of the work to be done rather than through mere classification of expenditures items” (Hoover Commission Report in Shafritz and Hyde, (2004:162)). The movement took some time to become popularized, to the extent that it was not until the 1960s that the USA Government adopted it as a standard budgetary method, through the adoption of the Planning Programming Budgeting Systems (PPBS), spreading to Western Europe in the early 1970s.

PPBS essentially involved linking decisions on budgetary allocations to government activities, including additional allocations contingent on demonstrating the benefits/results to be realized from such allocations. Budgets would now be determined following determination of the objectives, the outputs to be produced, the inputs required,

and costing of the inputs as opposed to the traditional approach to budgeting that was based on automatic increases to the line cost items. The movement caught on like fire in most developed countries during the 1960s and 1970s. While the politicians loved it, the bureaucrats loathed it because it was too complex, demanded a lot of effort in terms of design and use. With time, therefore, it gave way to other approaches to improving the budgeting process which were deemed to be easier to use such as Management by Objectives (MBOs), Zero Based Budgeting (ZBB) as well as Government Performance and Results Act (GPRA) (Kelly and Rivenback 2003).

In tandem with Performance Budgeting, a fifth performance movement called “the social indicator” movement emerged. The movement tried to take further the allocation of budgets beyond general expression of objectives as well as outputs to be achieved, which PPBS had aimed at; instead the objectives needed to be established in terms of outcomes. Thus government work had to be expressed in terms of improvements in the social characteristics of the country, province, city etc. Thus work had to be undertaken to enhance levels of education, health condition, reduce crime and measurement would be made against a standard to determine improvements or regression

The sixth performance movement emphasized the need to ensure quality at all stages of management: inputs, process, and outputs (including outcomes) and aimed at measuring quality on all relevant aspects of organizational management. While the model was developed in Japan in 1950s and implemented in that country’s industrial establishments in the 1960s, they were initially imported by USA and Western Europe private sector establishments in the 1970s ending up also being introduced in the public sector by the 1980s.

The seventh and contemporary performance movement in the public sector has been labeled variously *Performance Management System/Results Based Management*. It is used extensively in private sector business organizations but is now being imbibed as a management and performance tool in public organizations. While its public sector origins have to do with attempts by Governments to secure accountability of state owned

business oriented organizations, it came to spread into traditional governmental organizations as part of the measures to contain public expenditure during an unprecedented global economic crisis that engulfed the world in the 1970s and 1980.

In the next part of this section we review the early attempts by the state to use PMS as a tool for improving performance in traditional governmental organizations.

2. New Public Management Era Reforms and Performance Management Systems in Government

As we observed in sub section 2.1 governments started using variants of PMS to achieve a number of objectives during much of the last century. However, it was not until the 1990s, with the rise of the NPM movement that PMS tools became adopted on a large scale, as regular management tools in mainstream government. The NPM movement was triggered by three main factors. The first set of pressure was a global economic crisis that was generated by two oil crises, the first one taking place in 1973 and the second one in early 1980s. The two oil crises generated volatile terms of trade and serious balance of payment problems for many countries. This in turn resulted in serious erosion of government purchasing power making them take recourse to borrowing to finance operations leading to increasing internal and external indebtedness, which for some countries was greater than total GDP and levels of annual debt servicing rose to 80 percent of total government budget.

On the other hand, during the good times, many governments had invested heavily in social economic development including infrastructure and had expanded the size of the public sector. All this investment needed to be maintained which involved expanded levels of recurrent expenditure at a time when government revenue was shrinking.

Most crucially, however, the burgeoning state sector was under-performing. This situation was eroding confidence in the ability of government and the state sector to provide goods and services to its citizens and within a few decades, government/public services had acquired a worldwide reputation for poor products and services except in a few countries. In democratic countries, citizens were expressing their dissatisfaction

through tax revolts and service delivery issues were increasingly shaping the electoral agenda. The machinery of government could no longer be taken for granted and nature and quality of services had become a reform issue.

The second set of pressures came from the collapse of the centrally planned economic systems of the eastern bloc, which dictated a reassessment of the role of government in economic policy and the provision of public goods and services denting the post-war consensus concerning the division of labor between the state and the private sector and leading to a re-think of how government operations are managed.

In developing countries, the Breton Wood Institutions were instrumental in pushing the NPM reform agenda, by making the adoption of neo-liberal economic policies a condition to accessing development assistance. Given that the countries found themselves in shambolic economic conditions they did not have the muscle to resist the pressure, they found themselves adopting the reforms, even where those reforms were not suitable.

The main thrust of the reform movement that was spearheaded by Britain Australia and New Zealand and the United States revolved around the need to think differently about the role of Government in societal governance. They took measures that were aimed at having Government move away from being the principal vehicle for achieving socio-economic development to that of guiding and facilitating the development process. The packages that constituted the reform interventions to achieve the foregoing conception of the role of government included:

- Government to focus on policy formulation, setting standards and regulating other actors
- Increasingly Government to share development implementation and service delivery responsibilities with non-state actors, through privatization, contracting out and partnership arrangements and,
- For functions that were deemed to remain a part of state functions, service delivery responsibilities were to be undertaken through arms-length autonomous

government agencies or devolved to citizen controlled local government institutions.

In recognition of the fact that the redefinition of the role of government, in itself, would not generate improvements in service delivery, governments also adopted parallel and corresponding reform measure within the central government. The most common themes in this regard are:

- Enhancement of government capacity to effectively play its new major role of policy development and providing a sound regulatory regime;
- Measures aimed at distinguishing political and managerial responsibilities within the new public service structures. This includes the separation of policy formulation from implementation as a means to strengthening accountability. In Australia, Britain and New Zealand this related to the creation of executive agencies, which can operate at arm's length from ministers without being hamstrung by bureaucratic rules.
- Thinking differently about staff. This entailed revision of traditional public service human resource management policies, supported by tight monitoring of total staff numbers and cost, accompanied by conscious process of committing staff to the change process. In New Zealand for example staff, especially at senior level, were now to be recruited on contract terms rather than based the lifelong employment system that had been in place.
- Borrowing from the private sector measures were taken to make public service institutions think about the needs of service users and making them accountable to them through the adoption of performance contracts, citizen and client service charters, as was the case in UK and New Zealand.
- As governments moved away from a concern to do towards a concern to ensuring that things are done focus has increasingly been directed away from formal processes towards results. This very striking shift in management style, dubbed "entrepreneurial government" has been strongest in developed countries and to some extent the newly industrialized countries such as Malaysia..

During the first decade reviews of the results of these reforms on service delivery in developed countries gave high marks. Health and public education services improved in the United Kingdom under the Next Steps and the introduction of performance contracts in New Zealand led to marked improvement as surveys undertaken under the auspices of CAPAM during the mid 1990s showed. (Kaul: 1995). The citizens were happy with the results as shown by the fact that Margaret Thatcher was Prime Minister for three consecutive terms.

However, the situation in terms of benefits of the reforms is not as straightforward and two decades later judgment is mixed. First, underneath the general trend towards “leaner and meaner” administrative structures, there are many eddies in the opposite direction. Economic liberalization brings with it an increased requirement for regulatory activity. Equally, the strong pressure towards consumer oriented services led to requirements for more rather than less government.

Second, the separation of policy formulation from implementation has posed challenges related to accountability between the politicians and permanent secretaries on the one hand and chief executives of autonomous agencies on the other hand. Who takes credit when things go right and who takes the blame when things go wrong; is it the policy formulator or the implementer. The issue remains a big question in the pioneer reform countries and raised a question mark on the efficacy of executive agencies as instruments of governance in democratic countries.³

Third, the reforms related to hiring senior public servants on contract and the interchangeability of public and private sector staff is posing major challenges to the traditions and values of the public service, including raising the possibility of compromising the principle of public service neutrality and anonymity. More subtly, the reforms are said to be undermining the less tangible products of the public sector, such as

³ In Great Britain when prisoners escaped in 1996 and the ministers and the Head of Prison Services were tossing coins with each party saying it was not their fault.

policy advice, with regulation and law enforcement progressively taking second place to a preoccupation with concrete services delivery.

Developing countries, including Africa found themselves having a two step response to the 1980s economic crisis. Initially, the responses were contrived by Bretton Wood Institutions along the lines of the neo-liberal reform strategies, which were being pursued in developed countries. The main policy options revolved around reducing the role of government and creating space for non-state actors in the socio-economic and governance process. The adoption of such policy responses were based on the premise that the crisis in public sector performance emerged from the burgeoning and over expansion of the state; the remedies therefore lay in taming and scaling it down. In this regard, measures taken included controlling the growth of public expenditure, reducing the operational cost of running government operations and containing the wage bill.

While such cost containment reforms had a positive impact on service delivery in developed countries as we saw in the previous section, in developed countries and, Africa in particular the results were not as positive. First, in developed countries cost containment reforms were intended to address bottlenecks to their efficient and effective operations but within mature established public administration institutions, with Weberian-type bureaucratic institutions that are fully developed. NPM reforms In African countries on the other hand, the administrative systems and state institutions were weak and fragile and Weberian bureaucratic frameworks had yet to take root. Tinkering with them during a crisis would most likely generate a more serious public sector crisis, without resolving the problem.

Second, the measures taken to scale down the size and cost of the state were not sustainable. Many of the employees that were targeted for reduction were in the service provision area- education, health, water supply etc. Their reduction led to deterioration in service delivery standards and coming at a time when political liberalism was at the door, politicians had to reverse their decisions to survive. To the extent this happened, the reduction in civil service numbers was a mirage.

More importantly, the measures did not only have disappointing results in terms of intended objectives, they had adverse and in some cases disastrous impact on the health and capacity of the public service. By starving public agencies (particularly, those responsible for health, education, employment generation, law enforcement and justice administration) of personnel and financial resources it became difficult to maintain tolerable standards in the delivery of the services. Also, besides destroying the incentives and motivation structure, the cost-cutting aspects of SAP related public service reform measures aggravated the ethics and accountability crisis confronting the African public services. . (Balogun, 1989).

The disappointing outcomes of the first step-SAP related cost containment reforms in African countries had, by the late 1990s made both the governments and the donors rethink whether the reform framework was appropriate for addressing the delivery problems of developing countries' public sector. In the 1998 World Development Report, the World Bank admitted that it had erred in focusing on dismantling institutions; Africa needed to build institutions rather than destroy them. Earlier on in 1989, at the height of implementing SAP's related public service reform a penetrating study by Mutahaba and colleagues had also raised concerns as to why Africa was destroying the seedlings of bureaucracy before they had a chance to develop; while developed countries NPM reforms were addressing malfunctions in full blown Weberian style bureaucratic institutions, to make them efficient (Mutahaba et al, 1989).

Having learnt the bitter lesson, as the 2000-2010 decade set in, many African countries decided to re-think their public sector reform strategies and one area that was to receive new attention was the adoption of a multiplicity of measures intended to improve service delivery. These measures originated from a number of factors including: the need to show demonstrable gains from reform, responding to public demands for accountability and transparency, influence of "new public management reform ideas" as well as a shift to market economies and private sector-led economic development, among others.

3. Performance Management System/Results Based Management in African Settings

As was observed earlier, over the last decade, almost all African countries have adopted some form of public service reform and a common reform measure within those reforms is *Performance Management Systems/Results Based Management*. It aims at improving service delivery through a results-oriented performance management framework and imbibing a culture of focusing on results rather than processes. The key is in measurable outputs and it provides a framework for using a strategic approach to planning and resource allocation, measurable outputs, accountability, monitoring and evaluation of performance. ROM is not only a key to performance with limited financial resources; it is also a key to reporting to the “principals”. It integrates plans, resources and activities together, making accountability easy. The key elements of PMS/ROM are setting targets, outputs, performance indicators, monitoring and evaluation as well as rewards/sanctions.

While the principal task of the consultant in this assignment was to develop a management guide, as a prelude to doing so he/she was expected to establish the extent to which African countries had imbibed PMS/ROM, the various approaches to adoption and use of PMS including the tools/instruments in use as well as emerging good practices. One of the main objectives of this assignment was to undertake an assessment to establish the extent to which African countries have taken up ROM/PMS tools and instruments to improve performance in public service institutions.

The results of the assessment are presented in Table 1 below⁴. The table shows that broadly most countries claim/seem to have taken steps to adopt PMS/ROM. Of the countries for which information/data is available (43 countries out of 54) 30 of them have

⁴ This assessment is based on information that was assembled by the consultant from a number of sources, including a survey of the literature, reports of Meetings of Commonwealth countries on public service reform issues, reports of CAMPS Workshops on the subject that were held in West and Southern Africa in 2010, and field visits by the consultant to a number of countries either during this consultancy or in relation to other related missions during the last three years.

adopted some ROM/PMS tools with a view to improving the performance of their public services.

However, most of the countries seem to have picked bits and pieces of the ROM/PMS framework and do not have an integrated approach to its implementation, which reduces the realization of the full benefits of ROM/PMS framework. Thus only two (2) countries (Kenya and Botswana) took up the full set of 11 tools, three (3) countries took up more than 10 tools and above (Kenya, Botswana and South Africa), and four (4) countries (Kenya, Botswana, South Africa and Mauritius) took up 9 tools and above, while the bulk of the countries, thirty (30) focused on six tools. The set of PMS tools that are popular and were taken up by many countries are:

- development of national visions,
- national medium term development strategies (involving versions of poverty reduction strategies),
- development of institutional medium term planning /expenditure framework,
- annual institutional planning,
- measuring results at institutional level focusing on outputs, and
- Measuring results at the level of individuals.

Table 1:
Adoption and Use of Results Oriented Management/Performance Management Systems in Africa

COUNTRY NAME		CATEGORY										
		National vision	National medium term development strategy	Medium term institutional strategic plan	MTEF	Annual institutional plans	Institutional Performance contracting	Monitoring implementation	Measuring results at Institutional level		Measuring results at individual level	Rewards and sanctions
									Out puts	Out comes		
1	Algeria	—	—	—	—	—	×	—	—	—	—	—

2	Angola	√	√	√	√	√	×	√	√	×	√	×
3	Benin	√	√	√	√	√	×	√	√	×	√	×
4	Botswana	√√	√√	√√	√ √	√√	√	√√	√√	√√	√	√
5	Burkina Faso	√	—	√	√	√	×	√	√	—	√	×
6	Burundi	√	—	—	—	—	×	—	—	—	—	×
7	Cameroon	√	√	√	√	√	×	—	√	—	√	×
8	Chad	√	√	—	—	—	—	—	—	—	—	—
9	Cape Verde	√	—	√	—	√	×	—	√	—	√	—
10	CAR	—	—	—	—	—	×	—	—	—	—	—
11	Comoros	√	—	—	—	—	—	—	—	—	—	—
12	Congo DRC)	—	√	—	√	√	×	—	√	—	—	×
13	Congo (Brazzaville)	√	—	—	—	—	—	—	—	—	—	—
14	Côte d'Ivoire (Ivory Coast)	√	√	—	—	—	×	—	—	—	—	—
15	Djibouti	√	√	√	√	√	×	√	√	—	√	×
16	Egypt	√	x	x	—	x	x	—	—	—	—	—
17	Equatorial Guinea	—	—	—	—	—	—	—	—	—	—	—
18	Eritrea	√	—	—	—	—	—	—	—	—	—	—
19	Ethiopia	√	√	√	√	√	—	√	√	×	√	×
20	Gabon	√	—	—	—	—	—	—	—	—	—	—
21	The Gambia	√	√	√	√	√	×	√	√	—	√	×
22	Ghana	√√	√√	√	√	√	×	√	√	√	√	×
23	Guinea	√	—	—	—	—	—	—	—	—	—	—
24	Guinea- Bissau	√	—	—	—	—	—	—	—	—	—	—
25	Kenya	√√	√	√	√	√√	√√	√√	√√	√√	√	√√
26	Libya	√	—	—	—	—	—	—	—	—	—	—
27	Lesotho	√	√	√	√	√	×	√	√	×	√	×
28	Liberia	—	—	—	—	—	—	—	—	—	—	—

29	Madagascar	√	—	—	—	—	—	—	—	—	—	—
30	Malawi	√	√	√	√	√	×	√	√	×	√	×
31	Mali	√	—	√	—	√	×	√	√	×	—	×
32	Mauritania	—	—	—	—	—	—	—	—	—	—	—
33	Mauritius	√	√	√	√	√	×	√	√	√	√	×
34	Morocco	—	—	—	—	—	—	—	—	—	—	—
35	Mozambique	√	√	√	√	√	×	√	√	√	√	×
36	Namibia	√	√	√	√	√	×	√	√	×	√	×
37	Niger	—	—	—	—	—	—	—	—	—	—	—
38	Nigeria	√	√	√	√	√	×	√	√	—	√	×
49	Rwanda	√	√	√	√	√	√	√	√	×	√	×
40	Sao Tome and Principe	—	—	—	—	—	—	—	—	—	—	—
41	Senegal	√	√	√	√	√	×	√	√	×	√	×
42	Seychelles	√	√	√	√	√	×	—	√	×	×	×
43	Sierra Leone	√	√	√	√	√	×	—	—	×	√	×
44	Somalia	×	×	×	×	×	×	×	×	×	×	×
45	South Africa	√	√	√	√	√	√	√	—	√	√	×
46	Sudan	—	—	—	—	—	—	—	—	—	—	—
47	Swaziland	√	√	√	—	√	×	√	—	—	√	—
48	Tanzania	√	√√	√√	√	√	×	√	√	×	√	×
					√							
49	Togo	—	—	√	√	—	×	√	√	×	—	×
50	Tunisia	—	—	—	—	—	—	—	—	—	—	—
51	Uganda	√	√	√	√	√	×	√	√	×	√	×
52	Western Sahara	—	—	—	—	—	—	—	—	—	—	—
53	Zambia	√	√	√	√	√	×	√	√	×	√	×
54	Zimbabwe	√	—	√	√	√	×	√	√	×	√	×

Notes:

The Table depicts the adoption of Results Oriented Management/Performance Management System related tools by African countries.

- The symbol (√) indicates the county has adopted the tool, while the (√√) symbol indicates the country has adopted and is using the tool intensively;
- The (×) symbol indicates the country has not adopted the tool; and
- The (–) symbol indicates that data/information is not available.

Background information available (that proved unwieldy to be included in the table) also suggests that for many countries, the taking up of the tools tended to remain at the level of intention and implementation has not been effective. There is mention of the tools in documentation on Public Service Reform and Poverty Reduction Programs, but since the two programs in some of those countries have not been effectively implemented, it is highly unlikely that the PMS tools had a better fate. For example, at a meeting of Heads of Public Service Reform Program Units of 16 African Commonwealth Countries, which was held in Botswana in April this year, there was consensus that many countries present at the workshop did not have bankable coherent national medium term development strategies, institutional medium term strategic plans, let alone working monitoring systems.⁵

Similar comments concerning the ineffective implementation of the PMS tools in some countries have been made by other observers. In a paper on ROM/PMS implementation in Uganda that was published in 2005, Byarugaba doubted the claims by the Government of Uganda that most public institutions were developing well articulated Medium Term Institutional Strategic Plans as part of ROM because there was no demonstrable understanding and commitment on the part of the top Ugandan leadership regarding the ROM framework, and at no time did the Government allocate tangible resources to support its implementation.⁶ More recent reports on the same indicate that, while there has been some positive movement since 2005 the implementation of Strategic plans and monitoring of implementation of plans has not yet become systematic across government

⁵ See report of the Technical Workshop on The State of Public Sector Reforms in Commonwealth Africa, Botswana, 19-23 April, 2010.

⁶ Byarugaba, in Kiragu and Mutahaba, 2005

(Byarugaba, 2008)⁷. Also Swaziland claims to have decided to implement improvements in planning since 2003 but the country paper that was given at a Workshop on Public Service Reforms in Botswana earlier this year reported that the strategic plans developed by most institutions were relatively poor and incoherent and were not linked to MTEF.⁸

One of the PMS components that almost all countries are focusing on is managing individual performance in public organizations, with all the countries for which data is available reporting that they have moved from the traditional subjective confidential reporting system to Open Performance Review and Appraisal System (OPRAS). Indeed a review of documentation seems to suggest that when countries claim they are implementing PMS most of them are in fact referring to a variant of OPRAS.⁹ Despite having such high potential, its use in public sector settings in Africa has been problematic. (In Tanzania, for example, the decision to adopt OPRAS was adopted in 2001 as part of the PMS process and legislation to back its adoption and use in all public institutions is contained in the Public Service Act of 2002. Nevertheless, nine years on, reports suggest that the instrument has yet to become institutionalized and there is resistance to its use.¹⁰

In concluding this section, evidence adduced from data presented in Table 1 suggests that Africa has been slow in taking up the PMS/ROM tools that were ushered in by the NPM reform movement. Nevertheless there are a few countries notably Kenya, Botswana, South Africa, Mauritius and to a lesser degree Tanzania which have taken bold steps to adopt a full range of performance management tools/instruments to achieve enhanced performance in their public sectors.

⁷ Byarugaba, Mimeo 2009

⁸ Swaziland Country paper, (In Government Commonwealth Secretariat (2010) Proceedings of the Technical Workshop on The State of Public Sector Reforms in Commonwealth Africa, Botswana, 19-23 April, 2010)

⁹ See Reports of CAMPS Workshops in West and Southern Africa earlier this year as well as the Comsec Workshop in Botswana, 2010

¹⁰ United Republic of Tanzania, *Annual Report of Public Service Reform Program*, 2009/2010.

In the next section we undertake a detailed review of the five countries experience in implementation of the performance improvement frameworks.

Part Three

Leading the Way in PMS/ROM Implementation in Africa: Case Studies and Lessons Learned

1. Introduction

In concluding section two we noted that despite a generally gloomy picture of low uptake of PMS/ROM tools and instruments by African countries in this NPM reform era, there are some countries that taken bold steps and adopted PMS/ROM type interventions with commendable success. This section is devoted to documenting and reviewing the experience of those countries. Each country is reviewed in turn by examining the context within which the PMS interventions were implemented, the characteristic features of the PM framework, implementation approach, implementation effectiveness, and results on public service performance¹¹. Following the review of the Case studies an attempt will be undertaken to identify common lessons that inform the development of the management guide.

2. Performance Contracting as the Fulcrum of PMS: Kenya

2.1 Background and Context

Kenya had been facing mal performance in its public sector for quite sometime and as it got engulfed in the 1980s world economic crisis and found itself adopting Structural Adjustment Program (SAP) reforms, it considered the possibility of adopting performance contracts as a tool in the management of its burgeoning public enterprise sector. As a follow up to that decision a few state corporations attempted to develop variants of performance contracts but they were not implemented and the idea petered off.

As a new Government came to power in 2003 the rot and malaise in the public sector had reached crisis proportions and needed to be seriously addressed urgently The new Government therefore committed itself within the framework of the Economic Recovery Strategy and Employment Creation (2003-2007) to introduce Performance Contracts for

¹¹ To keep the size of the document relatively small, only basic information is provided in the main body of the report, with details placed in appendixes.

all public institutions (civil service, public corporations, tertiary institutions and local governments) as its management tool for generating accountability for results and transparency in the management of public resources.

2.2 Characteristic Features

A performance contract is a management tool for measuring performance that:

- Establishes operational and management autonomy between government and public agencies.
- Reduces quantity of controls and enhances quantity of service.
- Privatizes the style of public sector management by focusing on results and not processes.
- Measures performance and enables recognition and reward of good performance and sanctions bad performance.

It is a freely negotiated performance agreement between the government, acting as the owner of a government agency, and the agency itself. The mutual performance obligations, intentions and responsibilities between the two parties are clearly specified.

The Contract outlines the tasks an agency has to discharge for the achievement of desired results. Tasks are defined so that management can perform them systematically and with reasonable probability of accomplishment. It helps determine what should be done and how to go about it.

2.3 The Design of Performance Contracts

i) The first side of the Performance Contract consists of Performance Targets that represent the best an agency can achieve in the future and should challenge management to show improvement over previous performance. Targets are based on the following criteria:

- Defined values that should be comprehensive, relevant to the agency mandate, specific, realistic, simple and measurable.

- They should also be benchmarked on past trends and against performance of a corresponding organization in the public or private sector locally, regionally and/or internationally.

ii) The second side consists of Commitments of the Government – For the agency to deliver it will require specified assistance from government. This may consist of greater autonomy, more delegation of power, faster government approvals and fewer reporting requirements.

ii) The performance targets should be derived from the Agency Medium Term Strategic Plan (MTSP) and Annual Action Plan. (The process of preparing the Agency MTSP is expected to involve a number of internal processes that include among other things, preparation of an institutional vision, mission and internal and external service delivery level assessments).

iv) The Agency Institutional Medium Term Strategic Plan should be consistent with and informed by the Sector Objectives and National Medium Term Strategic Plan

v) The National Medium Term Strategic Plan is expected to be aligned to the National Vision (Vision 2030).

vi) The preparation of the Performance Targets and Government Commitments is supposed to be negotiated between the Government and the Agency with technical support provided by independent parties, before contracts are signed. Currently this is a two stage process- (pre-negotiation and negotiation stages).

vii) Once the final agreed Draft Performance Contract is ready it is sent for vetting to the Performance Contracting office in the Office of the Prime Minister Office directly or through the Principal Agency (parent Ministry) for non ministerial agencies, as the case may be.

viii) Once the Performance Contracts have been vetted, they are signed between the Permanent Secretary and the Head of Public Service and witnessed by the respective Minister at a public ceremony officiated by the Prime Minister.

2.4 Implementation of the Performance Contract

i). Once the contract has been signed the respective agency is expected to cascade accountability for meeting the targets to the departments, sections, units up to the individual employee along with the rest of the activities contained in the respective Agency Annual Work plan. The manner for undertaking individual agreements to secure personal accountability at levels below the Agency is determined by the Agency management. However, for civil service agencies it is determined by the Directorate of Personnel Management, although because of the emphasis is on institutional accountability there is a lot of discretion on how it should be done even in those agencies.

ii). The provisions of the Performance Contract specifies the need for assessing and reporting implementation progress (in terms of timeliness and consistency to the planned direction) to the principal (Head of Service or Parent Ministry), with the Office of the Prime Minister kept in the picture. For this to be done effectively, the Agency is expected to develop a capability and capacity for monitoring.

111). To secure intermediate accountability and as a monitoring tool the Performance Contract Office enjoins the Agencies to develop Service Charters in which they outline the quality and quantity of public service that the citizens should expect from the agency. A service charter states what an agency does, services users can expect, the standard of the service and how users may seek redress for those dissatisfied with the service. It will be used as a target for measuring the quality of service delivery.

2.5 Performance Evaluation

i) Evaluation is considered to be a critical stage in the process of Performance Contracting as a tool for performance improvement and a focus on results. It involves

assessing the extent to which a public agency has achieved targets agreed upon at the beginning of the contract period (ex-ante).

ii) The Evaluation is based on the following:

- Period of Evaluation - The evaluation covers the entire contract period of one financial year.
- Assesses Performance with regard to Financial, Non-financial, Operations, and Service Delivery, Dynamic and Qualitative factors.
- Focus of Evaluation – The evaluation targets the performance of the Ministers and Permanent Secretaries for Ministries and Board of Directors for agencies.
- Evaluation Approach – The system of evaluation is on targets agreed on at the beginning of the contract period (ex-ante). It targets managerial performance as opposed to agency performance.
- The Manager is evaluated only against variables within his/her control.
- Evaluator – The evaluation is carried out by the Inspectorate of agencies in conjunction with the Ad Hoc Evaluation Task force in the case of agencies.
- An Ad Hoc Task Force consisting of independent evaluators undertakes the performance in the case of the Civil Service.

2.6 Methodology for Performance Evaluation.

i) Criteria for Measuring Performance

The criteria for measuring performance are agreed during negotiation and are already documented in the contract, before the contract is signed. As noted before they include measures on:

- a) Financial Performance
- b) Non-Financial Performance
- c) Operations Criteria
- d) Dynamic/Qualitative criteria

The scores for each of the four variables were also given different weights during negotiations (Ex ante) depending on the importance attached to the criteria by the

principal and the institution. The financial indicator will tend to be given greater weight in Commercial organizations than non commercial (service delivery) organizations.

ii) Criteria Value

Another item that is critical to the evaluation process but which is also determined during negotiation is the Criteria Value giving an indication of the merit level of achievement of each criterion and distinguishes levels of performance. The criteria values that are currently in use are in the form of a 5- point scale as follows.

Table 2: Attributes for Determining Performance Values

Criteria Value	Attribute:
Excellent	- Any significant achievement above the agreed target
Very Good	-Achievement of the agreed target
Good	-Performance below agreed target but above last year's achievement
Fair	-Performance equal to last year's achievement
Poor	-Performance below last year's achievement

iii) Developing a Composite Score.

Another important element of the process of evaluation/ assessment of an agency performance is related to the fact that the ultimate score is based on a composite score of the elements.

iv) Ranking of Agency Results into an Order of Merit

Finally, the composite scores of the agencies in each cluster are ranked in order of merit by the independent ad hoc evaluation teams. The results are submitted directly to the President and Prime Minister and copied to Parliament, Head of Public Service, Ministry of Finance, Auditor General for Civil Service Organizations, while for other clusters they are submitted to the President and Prime Minister through the parent ministries.

2.7 Rewards and Sanctions

A final and critical element of the Kenya approach to Performance Management is the element of rewarding good results and imposing sanctions on poor performers. This takes various forms, with the most distinctive rewards and sanctions system being public recognition of good and poor performers through the fact that the results are announced jointly by the President and Prime Minister and the activity is broadcasted live.

Other rewards include financial rewards given to best performers using a Performance Fund set up by the Ministry of Finance, trophies and decorations given to institutions that have performed well.

2.8 Institutional Framework

Conscious of the importance of having in place coherent and robust institutional arrangements in ensuring the chosen entry into a comprehensive effective PMS, the Government has set up an elaborate framework as described below.

i) Performance Contracting Office

At the core of the institutional framework the Government had initially set up Performance Contracting Steering Committee under the Chairmanship of the Permanent Secretary, Office of the President, Directorate of Public Service, but it soon became apparent that the program required a fully fledged office. Therefore the Office of Performance Contracting, headed by a Permanent Secretary was established. The Office is now under the Prime Minister, who takes the responsibility for steering it seriously.

ii) Ad-Hoc Negotiations Task Force

This is an independent body that does not answer to the permanent Secretaries/Accounting Officers, who sign performance contracts. It negotiates contracts on behalf of the Head of Public Service with support from the Performance Contracts offices. The Task Force is appointed on the recommendation of the offices and provides technical expertise to the Committee on the process of negotiating performance contracts. Its membership comprises of individuals from within and outside the Public Service who possess the requisite expertise.

iii) Ad-Hoc Moderation Task Force

To avoid conflict, the evaluation and ranking of performance is done by an independent task force to ensure impartiality and objectivity in the process. The Task force comprises of individuals with the relevant expertise from within the Public Services and private sector to conduct the evaluation process.

- Conduct end-of-year evaluation and rank performance of ministries/departments against the agreed targets.
- Determine the composite score for each Ministry/Department.
- Submit evaluation and ranking reports to the Permanent Secretary/Secretary to the Cabinet and Head of Public Service.
- Evaluate performance of state corporations in conjunction with the Inspectorate of agencies.

iv) Evaluation of Agencies by Inspector General-Corporations

The inspector General/agencies in conjunction with the Ad-Hoc Evaluation Task Force will:

- Evaluate performance of agencies on the basis of agreed targets.
- Determine methods for evaluating performance
- Submit results of the evaluation to Treasury and Parent Ministry within 3 months after the end of the financial year.
- Advise on the administration of performance contracts

v) Parent Ministry Negotiation Team

- Determine adequacy of targets set by agencies.
- Make commitments of Government to the attainment of the targets.
- Ensure involvement of relevant agencies of Government during the negotiations.

vi) Board

- Implement budgets after approval.
- Recruit staff including Chief Executive Officers.
- Develop and negotiate targets.
- Develop, maintain and review on a regular basis the corporation's strategic plan.

vii) Line Ministries (Parent Ministries and Treasury)

- Examine and determine the adequacy of performance targets.
- Approve budgets by the end of April each year.
- Negotiate with agencies
- Sign and countersign the contracts
- Develop guidelines for incentives to boards and employees who achieve agreed targets.
- Act on the Evaluation Report.

viii) Permanent Secretaries/Heads of Departments

- Oversee development of strategic plans.
- Coordinate design of appropriate annual work plan.
- Develop comprehensive performance targets.
- Sign Performance Contracts with the Head of Public Service.
- Ensure achievement of the agreed targets.
- Prepare employees for the desired changes in attitudes and work ethics

3. Performance Management in Tanzania: The Performance Improvement Model

3.1 Background and Context

In Tanzania PMS is seen as a broad integrated performance management system using the Performance Improvement Model to be used to generate a shared understanding and

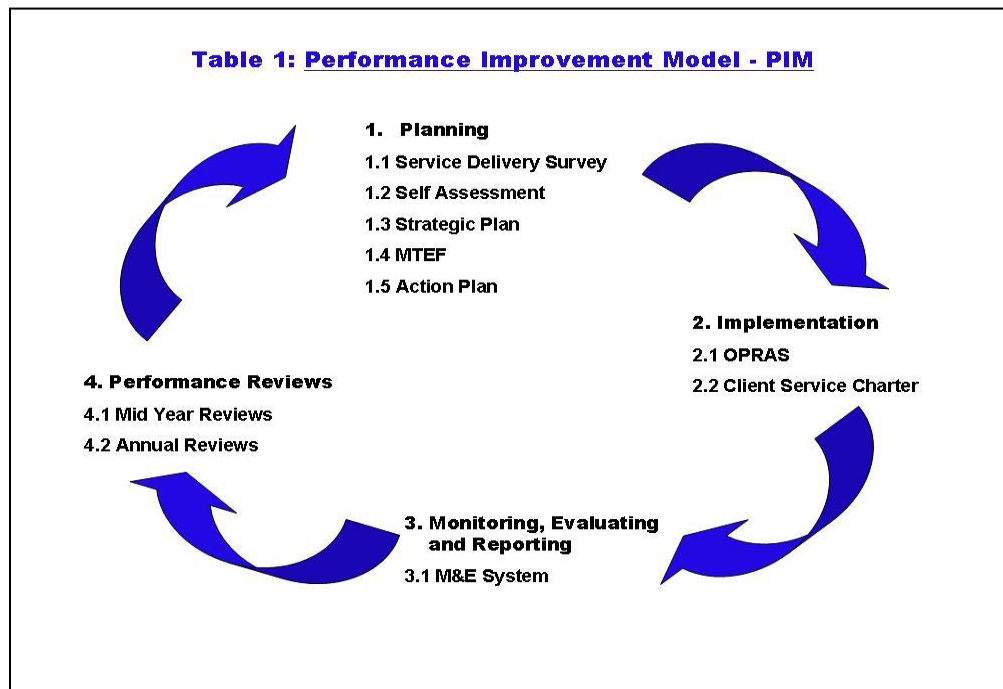
agreement on results to be achieved, the approach, development and deployment of resources; assessment and review of activities implemented for continuous improvement in standards of service delivery within a public service institution and across the public service.

Prior to implementation of the performance management system (PMS) in Tanzania, the Government developed a broad framework for introducing and installing PMS known as Performance Improvement Model (PIM). The PIM was developed, tested and officially accepted by the Government as a tool for instituting performance management across the public service. PIM is a four stage interlinked process comprised of a series of integrated tools, components or approaches for planning, implementation, monitoring and evaluation and performance reviews.

3.1 Key Elements of PIM

The model (PIM) has four stages and the eight elements that have been implemented in Ministries, Independent Departments, Executive Agencies, Regional Secretariats (MDAs) and Local Government Authorities (LGAs) since year 1999:

Figure 1: Tanzania Performance Improvement Model



Each stage and component is explained below:

Stage 1: Planning

- (i) ***Service Delivery Survey*** - MDAs have to undertake these surveys which focus on external customers and are meant to provide feedback on the level and quality of services offered, areas requiring improvement and benchmarking information. The feedback obtained becomes an input into the strategic planning process.

- (ii) ***Self Assessment-*** Each MDA conducts an internal organization scan which focuses on internal customers using the European Foundation of Quality Management (EFQM) Model. Staff gives feedback on the quality of leadership, people's management, policy and strategies internal processes, stakeholder's engagement and resource management and services offered to customers. The aim is to assess the strategies applied in these areas and provide feedback on areas of improvements. This feedback is also an important input into the strategic planning process.

- (iii) ***Institutional Medium Term Strategic Plan: The Medium Term Strategic Plans are the heart of PMS process in Tanzania*** as other PMS components are centered on strategic planning. The strategic plans respond to MDA's specific role in implementation of the national long term and medium term strategies as well as crosscutting and sectoral policies and strategies or priorities. These include the Tanzania Development Vision 2025, Medium Term Plan (MTP) and National Strategy for Growth and Reduction of Poverty (MKUKUTA). The Tanzania Development Vision articulates the aspirations the nation wants to achieve over a 25 years period. These are general and include "High quality livelihood"; "Peace, Stability and Unity": "Good

Governance”, “A Well Educated and Learning Society and A Strong” and “Competitive Economy by the year 2025”.

The MTP provides the framework for policy options, sector objectives, strategies and targets. MKUKUTA is the national framework which accords high priority to poverty reduction in the Tanzania’s Development Agenda. The framework has three clusters namely “Growth and Reduction of Income Poverty”, ‘Improvement of quality of life” and “Good Governance and Accountability”. MDAs prepare three year strategic plans which contains the Institution’s Vision, Mission, core values, objectives, strategies, targets, indicators, results framework and a monitoring and evaluation plan. The strategic plan, among other things, addresses actions to be taken with regard to areas requiring improvement identified in both the Service Delivery Surveys and Self Assessment Reports.

- (iv) ***Medium Term Expenditure Framework (Operational Plan)*** - After preparation of the strategic plan, each MDA has to prepare a three year Medium Term Expenditure Framework (MTEF) as a tool for operationalizing the strategic plan. It is at this level that the plans are linked to performance budget by taking the objectives and targets in the plan and developing activities, determining inputs and undertake costing. The interface between planning and budgeting is a key pillar of the PIM.

(v)***Annual Plan***- Each MDA prepares an annual implementation plan derived from their MTEFs and approved budgets. This provides an important link between planning, implementation and the resource envelop.

Stage 2: Implementation

- (i) **Open Performance Review and Appraisal System-** This is the *kingpin of Tanzania’s Performance Management System* a system which requires every public servant to sign an individual performance agreement with his/her

immediate supervisor which sets performance targets for the year starting with Chief Executive. The performance agreement contains objectives, targets, performance criteria and resources required for implementing the performance agreement. The agreement is the basis for staff performance appraisal. The performance agreement derives its annual targets from the annual plan and budget. This link cascades down the implementation of the plan to individual staff levels and thus enhance individual accountability.

- ii) ***Client Service Charter***-Each MDA is required to prepare a charter that informs clients and stakeholders the type of services offered, service standards and service commitments, service delivery approach, the rights and obligations of the clients and complaints channel/mechanism in case the services offered are below the set standard.

Stage 3: Monitoring, Evaluation and Reporting

- (ii) ***Monitoring and Evaluation System***-Each MDA has to put in place a monitoring and evaluation system or mechanism for tracking, gathering, analyzing, interpreting and generating performance information on progress of implementation of its strategic plan against pre-determined indicators; and evaluating whether the interventions are achieving the intended results i.e. outputs and outcomes. The M& E system provide a link within and across the PIM components.

Stage 4: Performance Reviews

The fourth element involves undertaking performance reviews i.e. mid and annual reviews using the PMS tools such as OPRAS, Service Deliver Surveys, Self Assessment and Monitoring and Evaluation system.

The installation of the above eight components across the Public Service has been the key reform agenda under the first phase of the Public Service Reform Program.

4. Performance Management System (PMS) in Botswana: Integrated Efforts to Achieve a Single Vision

4.1 Background and Context

As distinguished from the other cases in this report, the installation, adoption and use of the performance management system in Botswana public service is anchored on a unique administrative philosophy. The PMS was taken as an instrument for enabling the government ministries and departments to consciously work towards optimal delivery of services to the nation, enhancing productivity at ministerial/ departmental and project levels, and increased and conscious interest of individual employees in the job.

PMS was adopted as a program for change, which has to ensure that the public sector and all its processes related to service delivery are compatible with the national development vision. It is also based on the belief that empowerment of ministries and departments as well as decentralization of Human Resources functions are important for successful implementation of the PMS. Lastly, it emphasizes that successful implementation of PMS requires inculcating the culture of performance, accountability and focus on results or outputs among organizations, teams and individuals public servants. Thus, the implementation of PMS in Botswana is based on a general approach that values for collective role of all stakeholders towards realization of performance that best allows the government to achieve the objectives spelt out by the national vision.

The efforts to improve service delivery in Botswana started as early as after independence in 1966. In 1966, the Training and Localization Commission (TLC) was formed to provide best local manpower for public service. In the late 1970s, the Financial and Manpower Ceilings were adopted, which have subsequently solved the problem of ghost posts and ghost employees in the Botswana public sector. In 1980s, Job Evaluation exercises started; and helped to provide remuneration commensurate with job responsibilities up to date. In 1990s there were other initiatives like Performance Related

Pay (PRP), Parallel Progression (PP), and Enhanced Employer/Employee Relationship (EEER); and more important the Organization & Methods (O&M) reviews, which facilitated for establishment of clear and strategic objectives by MDs.

Despite all these initiatives, the public service delivery remained unsatisfactory; mostly due to lack of integrated implementation of projects and programs. From independence, a common planning style was the use of 5 years development plans of which execution time was not strictly specified that sometimes a project stretched to the next development plan. There were no operational and planning at MDs levels and no detailed operational plans for individual employees. The public service projects planning did not involve the public in any of the ways, and in many cases there were incompleteness of projects due to mismanagement of finance. It is up to 1994 when the presidential task group was formed to consult stake holders and in January 1997 came up with the national vision “ Vision 2016- A Long Term Vision for Botswana: Towards Prosperity for All”; the vision that came to be the basis for the implementation of PMS. The National Vision 2016 spelt out seven objectives to be achieved.

- To make Botswana an educated and informed nation
- To make Botswana a prosperous, productive and innovative nation
- To make Botswana a compassionate and just caring nation
- To make Botswana a safe and secure nation
- To make Botswana an open, democratic and accountable nation
- To make Botswana a moral and tolerant nation
- To make Botswana a united nation

In 1997, the World Bank consultancy report outlined and recommended a holistic approach to performance improvement in the public service. This report called for a PMS that will work as an integrated framework within which all the previous initiatives to improve public sector performance will be called out. In 1998, the Public Sector Reform Unit (PSRU) was established under the Department of Public Service Management (DPSM) where PMS was placed as an integrated initiative to improve public sector performance.

4.2 Objectives of the PMS in Botswana

- To provide a planning and change management framework that is linked to the national development planning and budgeting process to ensure that the people of Botswana get maximum benefit out of the national resource use.
- To enhance the capacity of the Public Service to deliver its services more efficiently and effectively, pitch itself at the desired level of socio-economic governance and be able to compete at the global level.
- To improve the capacity of the public servants to be more productive.
- To focus the efforts of the Public Service on the facilitation of the achievement of the Vision 2016.

4.3 Characteristics of PMS in Botswana

- It is a decentralized process where by the government does not directly determine the specific tools for performance planning and evaluation for MDs and individual employees. The government provides the broad nation vision that informs planning and performance standards for MDs and employees at the lowest level.
- Emphasizes clear and collective understanding of the means and ends for acquiring the best quality performance among MDs, officers and all employees in the public sector. Equally, the mission, vision and direction of the nation must be clear to the public servants.
- It emphasizes participatory planning of performance goals, standards setting, reviewing and establishing improvement measures between the supervisors and subordinates.
- Mandatory and equal use of the PMS across the public service and reward and recognition system based on the performance of individuals.
- The performance initiatives at all levels of public service operations (MDs and individual employees) are directed towards achieving the major components of the nation Vision 2016.
- Strategic plans are used at all stages and all levels of the PMS.

4.4 The Process of Managing Performance

Performance management in Botswana is a broad process that involves systems and subsystems (processes and institutional components). The core milestones in the process include the following.

- **Review of the national long term vision**

The installation and implementation of the PMS in Botswana was based on the philosophy that all the public institutions (MDs and local authorities) work with a single end; that is to make sure that all the projects planned and implemented aim at achieving the major objectives of vision 2016. The Ministry of Education and Skills Development for instance has a commitment and plans its annual and medium term projects and programs that must considering the objective of ensuring quality and accessible secondary and tertiary education for the all the people of Botswana by 2016. The example projects are Secondary School Management Project and the school development plan. All the macro and micro plans and projects as well as performance targets of MDs and Local Authorities are to be aligned and harnessed to the nation vision 2016.

- **Macro-Economic Planning**

The broader development goals (which indeed determine the speed and priority in the implementation of individual projects) are broken down into 6 years medium term plans at national levels. Planning at this level considers cross-cutting issues and programs of national significance, but the basic formula is that there should be a cause-effect relationship between the scenarios identified by the vision 2016 and the medium term strategic plans. Macro-planning involves a series of SWOT analysis which must consider the projected economic performance for the next 6 years as related to the performance of MDs and local authorities in the previous macro-strategic development plan.

- **Strategic Planning at MDs Level and Developing Annual Performance Plans (APPs)**

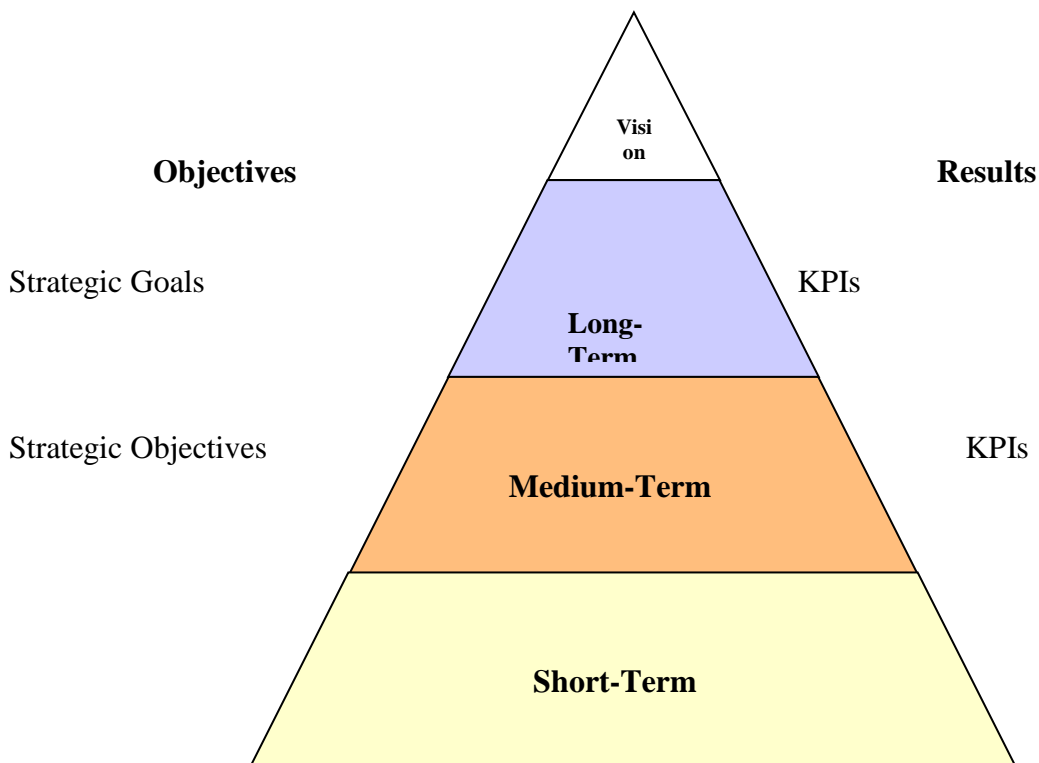
The broader macro-plans provide the general framework for deliberate strategic choice of possible scenarios, options and opportunities postulated by vision 2016. The MDs plan projects and programs by looking on these scenarios and options, but more specifically

reflecting on the sectoral demands of services and goods as well as the present realities in Botswana. Something to note is that, at all the three levels of performance planning the expected results are identified. However, the more the process moves down, the more specific measurable Key Performance Indicators are made clearer compared to the longer and medium term plans.

This level of planning involves identifying some specific aspects of performance including the following.

- Formulation of descriptive mission statements which are accurate and clearer expression of the roadmap to the desired performance.
- Identifying expected deliverables per project
- Providing well stated out annual objectives.
- Setting implementation performance standards
- Detailed description of the current situation in which the MDs find themselves.
- Identification of the KPIs.

Fig 2 Continuous Performance Goals and Results Specification along the First three levels of implementing the PMS.



▪ **Entering Performance Agreements**

There are two kinds of performance agreements used in the Botswana public service. These are the government-public agency contract, and the supervisor/departmental heads-individual employee contract.

Government Vs Executives of Public Agencies Agreements

At the beginning of the year, each public sector organization enters a formal performance agreement with the government. Performance agreements must also work to facilitate for reaching the targets set by the national vision, medium term strategic plans and the MDs' vision statements and goals. Executives of the MDs, mainly the permanent secretaries and senior managers enter annual performance agreements with the government. On the side of the government, the representative in the agreement is the Permanent Secretary to the President or the Director of Public service management on behalf of the former.

The performance agreements are designed to ensure that

- MDs recruit and retain qualified workers who deliver
- The leadership of MDs is committed to make sure that projects are implemented in a framework provided by the strategic plans.
- To make sure that the projects are well managed and are completed in time.
- MDs service projects have clear objectives and KRAs before the implementation begins.

At the end of every 3 months the MDs are ranked and the report is submitted to Economic Committee to Cabinet. The permanent secretary collates the scores across the six overarching objective dimensions and produces a ranking in relation to the core business areas of the organization.

Supervisor or Head of Department Vs Supervisee Agreements/

The Botswana Performance Management System requires that there should be a Performance Agreement entered into between the supervisor and supervisee. This process is aimed at ensuring that the strategic goals and objectives of the public agency set down through a consultative and participatory process and aligned with individual performance

objectives and Individual Development Plans (IDPs) are met. Individual performance is set against the priorities providing details of the objectives that are going to be pursued in the coming year.

Performance and Development Planning (PDP) at Project/organization Level

- Performance planning begins by coming together between the supervisor or heads of departments to discuss and agree on specific and obtainable performance targets for the beginning year.
- In relation to the annual performance goals of the organization/project, the supervisor and the individual employee or team discuss the annual tasks they have to accomplish
- With regard to the tasks, the supervisor and the supervisee agree on performance measures and standards such as goals, objectives, targets, KPIs, and competencies.
- In relation to the values and mission of the organization, the supervisor clarifies the behavioural aspects and the acceptable code of conduct.
- The supervisor and supervisee discuss the available resources and support for making the employee/team reach its objective.
- This process is revitalized annually to reflect the surfacing of new priorities and requirements and to remove those goals and objectives that have been achieved.

▪ ***Performance Monitoring and Review***

Review of performance is done as a continuous process. MDs set the performance objectives at the beginning of every year. Quarterly reviews are done after every three months to find out if the time bound performance goals have been achieved and suggest further steps to be taken. In case of individual employees, each employee has a responsible supervisor and the two agree on performance targets and the way of measuring them at the beginning of the year. Quarterly follow-up performance reviews and assessment are obligatorily used in all public organizations, though in most cases a supervisor and the subordinate are in day to day communication on how they can well

work together to make sure that the barriers and obstacles to the agreed performance levels are removed.

4.5 The Design and Structure of the Performance Assessment

The performance assessment process forms a core part of the PMS. The assessment is composed of several thematic elements, but the core and important ones are the following.

- **The performance Goals and Measures Agreement:** providing the agreed objectives, measurable performance indicators and the list of 6-8 priority areas drawn from the ministry's annual performance agreement. This part is usually filled at the beginning of the year. The management objectives coined from the standard score card of the organization form the basis for all the agreed objectives.
- **Overarching Objectives Statement:** mostly coined from the short term organization performance plan. They must be stated and categorized into five categories.
- **The Quantifiable Objectives:** These are quantitatively measurable objectives that are considered to be objective and easy to count. In most of the public organizations they determine weighting individuals' performance since they can be expressed in terms of percentage. In most cases they include criteria like reporting time per month, timely submission of reports
- **Behavioral Items for Assessment:** In most cases these are used to assess employees in junior positions while they do not apply to senior officials' assessment tools. The inclusion of these elements is justified on basis of measuring competencies of employees.
- **Performance and Individual Development Plans:** This part provides the chance for the employee and supervisor to discuss about the performance of an employee, identify the strength, weaknesses, obstacles and the level of support which was available from the organization. This part also provides the opportunity for development of an individual's job skills, reward and provides the chance for an employee to suggest the reliable way an organization can contribute to his/her

performance to meet the agreed goals. Each departmental project has work improvement teams (WITs) at project levels where free flow of communication in solving individual performance problems at work becomes simplified.

Basis of the Evaluation

- **Period of Evaluation** - The evaluation covers the entire contract period of one financial year, however quarterly and monthly evaluation at organizational and PICs are always conducted in all public organizations
- **Assessment Factors**- Assesses Performance considering Financial, Non-financial, Operations, and Service Delivery of the organization and individuals.
- **Focus of Evaluation** – The evaluation targets the performance of the executives (PSs) of MDs in relation to meeting the strategic plans, efficiency and recruiting and keeping higher performers. In terms of the individual employees the performance targets are established at the beginning of the year.
- **Evaluation Approach** – The system of evaluation is on targets agreed on at the beginning of the year. It targets much the performance of executives of MDs to achieve targets timely and on reasonable cost.
- **The Evaluation of Managerial Employees:** is based on the performance of the organization and his/her own performance (within and out of his/her control).
- **Evaluator** – There are PICs, which go through the self-assessment reports of MDs before they are submitted to the PIC-FORCE and finally to the ECC for annual feedback. However, some inter-ministerial programs are evaluated by external independent evaluators in collaboration with MPICs.
- An Ad Hoc task Force consisting of independent evaluators is appointed to evaluate performance in the case of the Civil Service.
- **Submission of Evaluation Results** – Results of the evaluation are submitted to the Deputy Permanent Secretary to the President, Permanent Secretary to President, the Vice President, and discussed annually by the ECC that includes the president.

4.6 Methodology for performance Evaluation.

Step 1 – Annual Strategic Planning

All MDs have to develop strategic plans which show the priority activities they have to do in the year of business. The activities must support achieving both the medium term national development plans and the national development vision 2016.

Step 2 – Selection of performance Criteria

This is the most challenging task for the MDs' management. Each of the MDs has to identify performance measurement criteria that must not deviate from the strategic plan.

The performance criteria for the MDs include two major types

- **Financial Criteria:** Related to budget monitoring efforts and systems, proper management of funds, cost effectiveness of service projects. For income generating organizations, financial criteria as those used in business are used. These include return on the invested capital and profit made as per projected profit.
- **Semi- Financial Criteria:** these include outreach, ability of the organization to extend its service to a large part of the population, portfolios and market share. These are semi-financial since they ca
- **Non-Financial Criteria**
- **Progressive improvement in services:** they include changes in quality and quantity of services, customers' satisfaction and public relations. In most cases quantifiable indicators are preferred.
- **Policy and Compliance:** for example abiding to policies and procedures, budgetary procedures, Executing HR policies in relation to the required procedures
- **Operational Efficiency Criteria:** Related to the core business of the ministry or department. For example, for the University is evaluated in terms of the quality of learning process, staffs, curriculums or academic performance for secondary schools.

Step 3- Performance Agreements

The PS, senior manager or managers at the F and E band Levels of the public service enters a Performance Agreement with the government (through the Permanent Secretary to the President or the DPSM).

Parts of the Performance Agreement

- 6-8 priority areas
- Internal Corporate Management Objectives (ICMO) that must be integrated in the balanced score card.
- Overarching objectives classified in five categories
- Generic personal behavioral attributes

Step 4-Quarterly feedback Reviews

The quarterly review reports of the PSs of the MDs are sent to the Permanent Secretary to the president while some aspects of the plans might need to be presented before the vice president. Quarterly reviews of PDPs are usually reviewed by the Line Managers in the MDs and are internally used for suggesting areas that need improvement.

Step 5-Ranking of MDs Performance

A score card is basically used as a continuous commitment to a contract of which the fulfillment results into establishing the degree to which the MD has fulfilled its commitment. A quarterly ECC and permanent secretaries have to collate the scores across the six selected overarching objectives. The method used to rank the performance of MDs is the rating method that uses percentage. Each definition of the degree of performance is assigned a rank of performance. For example 50-64% means completion of a half the performance targets. However these percentages may not sometimes reflect real distinction of performance, they form the basis for grading MDs and finally rate their performance.

4.7 Performance Rewarding

The reward management policy of Botswana is basically introduced to support installation and implementation of the PMS. The public document titled ‘Proposal on

Performance Contract, Performance Agreement, and Performance Based Reward System Implementation Plan” of 25th October 2002 stated that:

With the implementation of the performance management system, it is necessary to install a robust reward system to support delivery of Key Result Areas (KRAs), Strategic Goals, Strategic Objectives, Annual Objectives and Annual Performance Plans (APPs) in each ministry. The system will be used to reward good performance, attracting and retaining high performers.

Steps in Implementing Performance Rewarding Management

- The development of a comprehensive reward management strategy under the financial support from UNDP.
 - From July 2004, all pensionable staff complete performance development plans as a basis of financial and non financial rewards.
 - From 2005, the performance agreement system (with permanent secretary and deputy permanent secretaries was put in use for all public organizations.
 - The use of a **Balanced Score Card (BSC)** which is used to refine strategic objectives, measures and initiatives
 - Continuous review of evaluation tools in relation to the score card so as to make sure that rewards are determined by objective
 - Integration of the important and critical perspectives to business as part of the BSC. These include customer, internal process, learning and growth and finally financial resources.

Supportive Policies to the Implementation of PMS

▪ *Performance Related Pay (PRP)*

The Botswana government introduced a performance based pay system for top bureaucrats in 2004. The same system was extended to local government in 2006 as a way of stepping up implementation of the PMS. The PSMI is continuously working to find out objective measures that must be used to reward performance for MDs.

- ***Effective Decentralization***

In central government the HRM responsibilities of the Directorate of Public Service Management (DPSM) have been devolved to Ministries and Departments. HRM responsibilities have been devolved to line managers, who can hire and fire employees with the exception of the post of Permanent Secretaries who are appointed by the President with advice from the Permanent Secretary to the President. Managers in Departments and Ministries play a major role in the recruitment process and other HRM responsibilities. Most of the HRM tasks, such as recruitment and promotions, are handled by committees in which the DPSM sits to advise and ensure consistency and transparency.

PMS Institutional Implementation Framework

To ensure that there is effective implementation, the following institutional arrangements exist.

The Performance Improvement Committee (PIC-FORCE)

- Made up of the heads of public departments, the Public Sector Reform Unit, permanent secretaries.

The members meet monthly to discuss and review progressive issues in the process of ensuring accountability and performance since it directly reports to PSs.

- It is also responsible for issues related to maintenance of staff relationship in ministerial departments.

- It plays a pivotal role in implementing the PMS including technical support and training for heads of departments in the MDs.

The Ministerial Performance Improvement Committee (MPIC)

- It includes all members of the PIC and Heads of departments in all ministries.

- it conducts two evaluative meetings every year. This meeting headed by reviews the performance reports submitted by all ministries.

- Despite the fact that both the PICs do not have operational authority to tell the ministries and department on what to do, they gather information and keep tabs on how training is progressing.

- Equally, making regular reports to the PSs when there is deviation from the strategic plans gives PICs an important role in the implementation of PMS

Public Sector Reform Unit (PSR): This unit is located in the Office of the president. It designed and continues to improve the PMS implementation philosophy and is charged with implementation of the PMS.

- The unit has 6 members with a variety of competencies and experience in managing human capital. It provides on call support to MDAs on issues related to performance management, when MDA require more expertise than they have internally.

Botswana National Productivity Centre

- The centre is not basically part of the institutional framework for implementation of PMS, but it has the expertise to support the PMS process.

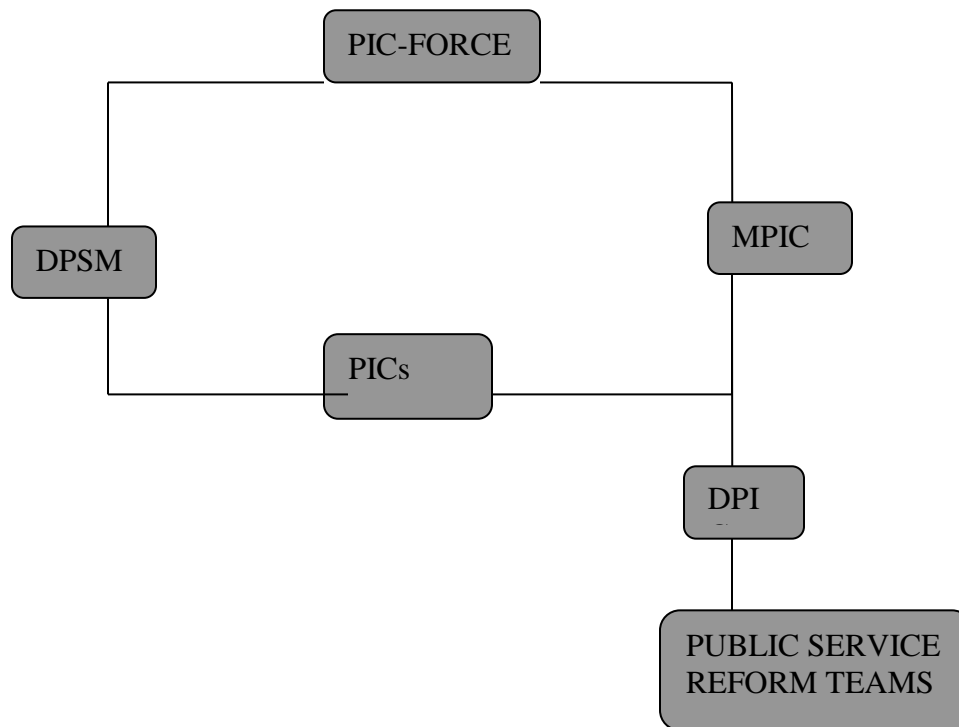
- It serves as a leading consultant for the Public Service in the Performance Management System project

- it designed and provided expertise to the development of the current PMS model

- it also supported MDAs during the process of installing and implementing the PMS.

- Provides technical and expertise assistance to the implementation of the PMS.

Fig 3: Institutional Framework for Implementation of Botswana PMS.



Other Key Agencies in Management of PMS

- **Directorate of Public Service Management (DPSM)**

- The DPSM is responsible for the formulation and ensuring effective implementation of human resource management policies in the Public Service

- It is also responsible for the promotion of productivity and performance initiatives in the Public service.

- It has, by virtue of its role, been appointed to be the overall manager of reforms for the Public Service including proper implementation of the PMS.

- **Economic Committee of Cabinet (ECC)**

- It is a committee of Cabinet of which the chairperson is the President.

- All Permanent Secretaries attend the ECC as a briefing forum where ministers inform the

-President and their colleagues on the progress their ministries make on implementing performance improvement plans including the use of PMS, rewarding system and the general management of projects for productivity.

-It is a feedback forum to the president and helps the ministers to share common problems and solutions in the implementation of the PMS.

▪ **The Vision Council**

-This body has responsibility of guiding and leading the implementation of the Vision 2016 by coordinating actions by all players including public service organizations, the private sector and members of civil society.

-The Council is made up of members from all the sectors of the economy who periodically report on the status of sectoral performance in the implementation of the achievement areas for the Vision.

-The Council has developed and continues to work on a monitoring and evaluation system to facilitate effective monitoring of sectoral performance

Conclusion and Transferable Lessons

Assessments by scholars and other analysts place Botswana's approach to implementing PMS at the leading edge. It has been implementing PMS for close to twelve years and over time it has continuously improved its design and tools. There is evidence the PMS has had major impact on the performance and productivity of the public service. More than many other countries implementing the PMS in Africa Botswana installed and implemented the PMS under a unique philosophy. There is a general commitment of all the institutions and a political will of the higher governmental leadership to make sure that the changes should benefit the whole community of Botswana. This is to say, all the plans and efforts are directed to the vision 2016.

Another important thing to note is that, the changes in the public sector are sensitively felt not only to the managers of public organizations as it is for some of the countries like Tanzania. There is a general sense of ownership of the processes attached to the implementation of PMS among the leaders of the government and public service,

employees at all levels of the public service and indeed the public as whole. Despite all these positive traits, the implementation of the PMS in Botswana has not achieved 100% of its expectations. There are still some problems in establishing measurable indicators of MDs' performance, with many MDAs using very few quantifiable factors to assess performance and some of the factors having no correlation with positive performance while for some organizations like the police it is hard to establish clear performance targets at the beginning of the contract..

5. Performance Management System in South Africa:

5.1 Background:

As South Africa became liberated from apartheid in 1994, it inherited a public service consisting of multiple sets of truncated and uncoordinated structures that had been put in place to enforce apartheid objectives and keep the natives in their place. Under such a situation each service set had to devise its own system for assessing performance at institutional and individual employee level. With the liberation of the country from apartheid the public service became restructured into a coherent instrument to steer development and improve the delivery of public services. Given the changed circumstances there was a need for a single coherent assessment of performance.

At the same time the liberation brought forth demands for expansion of services as well as improved access for the same by citizens, which posed a number of challenges to the newly unified public service, including an apparent decline in the quality and standard of service in many public service institutions. This called for measures to contain and reverse the decline in

Standards and quality of service delivery. One such measure was the introduction of performance management and assessment in 1998 with a view to having a unified performance assessment instrument across the integrated public service on the one hand, and on the other hand generating improvements in the functioning of the public service.

5.2 Main Characteristics of the PMS

The South African Performance Management System has two main thrusts. The first thrust is aimed at ensuring the development outcomes articulated in the Medium Term Strategic Framework within Vision 2025 are being effectively pursued by all parties while the second thrust is related to management of performance of individual public servants and linked to the human resource management function. The main characteristics of the two thrusts are described in turn below.

5.2.1 Outcome Based Performance Management

PMS has been adopted as an instrument to support the effective implementation of the Medium Term Strategic Framework (MTSF) that is produced through a complex national planning process under the overall leadership of the Presidency. MTSF is converted into 25-30 main outcomes. Each outcome is expected to be realized through the cooperative action of a number of institutions including departments, national agencies, provinces and local government.

The key parties are then expected to identify the outputs that will produce the outcomes; in turn input requirements and related activities for the realization of outputs will also be identified. Using the information generated by that process a delivery chain is developed to form the basis of negotiating **delivery agreements** among the various key institutions, including any external partners who might be in one way or another involved in delivery of one or more activities. For example ministers, sampled districts can participate to negotiate a Delivery Agreements to specify what each party will deliver, by when and with what resources. This process is repeated and cascaded vertically and horizontally, as appropriate. Ultimately, performance delivery agreements are signed between the President and the sector.

Mechanisms for Implementing Outcome Based PMS

To effectively implement outcome based PMS various mechanisms have been put in place and they include:

- a) **Sector Delivery Forums.** The role of this mechanism is to coordinate the actions of institutions within a sector that are contributing to the realization of more than ten priority outcomes within MTSF. The Sector Forums meet for 2 days to negotiate and produce **Sector Delivery Agreements**. The agreements specify outputs, outcomes, information on M&E processes during and after implementation. More specifically the Agreements should remain mindful of certain conditions including:
- Reflect on the vision 2025, MTSF and other sector policies
 - Specify output indicators to measure progress toward achieving the desired outcome.
 - Define the role of every stakeholder in the sector to make it possible to hold the sector accountable.
- b) **Performance Agreements.** This mechanism is a contract between a sector and the President committing the former to realize the planned outcomes within a specified timeframe. It outlines the outcomes, activities and inputs needed including the source of the latter. The minister in charge of the outcome has to report on implementation progress on a six monthly basis to the President.
- c) **The President Coordinating Council.** This is the forum where the President and Provincial Premiers meet to discuss governance as well as issues related to the achievement of the MTSF objectives. With regard to the latter it also provides for reporting on progress of outcomes and output as discussed in various service delivery forums.
- d) **Delivery Units.** This is responsible for following up implementation progress with a view to indentifying blockages in delivery. It ensures the key players within a delivery chain for a particular outcome are working closely. Its intervention would create models for improving delivery that can be followed by others.

5.2.2 Performance Management at Institutional and Individual Levels

The other thrust of South Africa PMS focuses on improving the performance and productivity of public service at institutional and employees levels in order to translate the sector based performance management measures that are contained in Outcome Based PMS and form part of MTSE, Government found it necessary to develop a PMS framework that targets action at the institutional level (departments at national, provincial and local government levels). These types of interventions are formulated to form a department strategic plan based on legislative mandates and priorities that are contained in the estimates of expenditure articulated in the Medium Term Expenditure Framework (MTEF).

As noted earlier, before amalgamation and rationalization of the public service in 1994 there were multiple performance management systems consistent the fact that public administration in the country was truncated into various sets and each set had its own management framework. In 1999 a new framework for managing and assessing performance of public servants was introduced. The purposes and characteristics of the new system are as follows.

i) Purpose of the Performance Management /Appraisal System

- Create linkages between measures to improve organizational performance which are part of Outcome Based Performance Management System and individual performance to improve service delivery
- To improve the attraction, retention and development of high quality senior managers and professionals in public service
- Provide a fair and equitable basis for identifying under-performance and rewarding good performance
- Provide a framework for performance improvement and development

ii) Characteristics of Performance Management /Appraisal System

The main characteristics of the new performance appraisal system are – the assessment of the individual is linked to the departmental strategic plan, the broad framework of the assessment is provided centrally leaving scope for departments to decide on operational modalities and the approach to assessing senior managers is different from the one used to assess individual employees (middle level and junior staff).

Individual performance assessment is linked to organizational objectives

The starting point of the individual assessment is the department strategic plan, which is based on legislative mandate, the national and provincial priorities as contained in MSTF. The strategic plan is divided into key performance areas which are also assigned to the head of sub departments. In turn the key performance areas at the sub department level are assigned to managers at the next level. The process is cascaded downwards up to the level of the individual employee.

Centrally determined system with the scope of operational autonomy at the department level

The framework for managing public servants is informed by the Public Service Act, 1994 and Public Service Regulation 1999/2001, White Papers and by collective agreements concluded by bargaining councils in the public service. The Regulations serve as primary guide to departments in developing and implementing their departmental performance appraisal systems which provide among other things an approach for performance appraisal and development for employees in the respective department. In other words the broad guidelines are issued centrally but the applications of the regulations allow agencies to make autonomous decisions.

The Department of Public Service and Administration (DPSA) has provided guidance through the Performance Management Handbook on how departments should proceed in developing their internal performance management and development systems. In addition it has over the years organized training programs for public agencies across the republic with a view of enhancing understanding of the regulations and procedures that should inform agencies, as they develop their internal PM systems. In this regard the DPSA has

worked closely with the South African Management Development Institute (SAMDI) as well as other service providers.

Differentiated approaches based on levels of responsibility

The top civil servants and the minister develop the main Performance Agreements on the basis of which performance agreements for lower level senior civil servants are developed. It is these Performance Agreements that are used in holding managers accountable.

At the level of individual public servants, Performance Agreements which are based on the organization strategic plans including evaluation indicators on the objectives are developed and used. This include among other things performance appraisal describing key result areas and core management criterion on which performance is to be evaluated. On the other hand, the head of departments is responsible for drafting his/her own performance agreements and cascading this agreement down the hierarchical ladder.

The evaluation of public servants takes place informally and formally on a quarterly basis and is organized along the following lines.

- The supervisors and managers are required to meet on a quarterly basis to assess the managers' performance on the basis of his/her performance agreement.
- Evaluation of performance for directors, chief directors and deputy director generals are done by the line manager and moderating committee.
- Head of departments are evaluated by Ministers supported by an independent evaluation panel which is composed of representatives from Public Service Commission
- The performance of senior servants is scored on the key results areas and the core management criteria. A score of 1-5 is given and is weighted by supervisors. The scoring of the areas and criteria determines the bonus paid out of performance, for instance a score 85% and above amount to cash bonus between 6-8% of total package and pay progression is applicable

Other Key Characteristics

Other key characteristics of Performance Management/Appraisal system is that it is strongly results based, uses standardized management assessment criteria and rating scales, includes personal development plans that are also linked to the competency framework and provides clear guidelines for implementation of performance based rewards, that includes cash bonuses and accelerated pay progression.

5.3 Conclusions and Lessons Learned

South Africa's experience in adoption and use of PMS is instructive. From a country that had truncated administrative machinery with multiple and conflicting objectives the adoption of PMS has made it create a relatively unified public service that is to a great extent working as one to support the attainment of sustained social economic development.

However, the PMS has a number of challenges which limit its viability in contributing to improving the delivery of public services. The first challenge is related to the fact that the PMS element at the institutional level is not effectively linked to the national/government wide PMS that is based and supports the realization of outcomes articulated in the MTSF. The second challenge has to do with the implementation of the appraisal system at both senior management level and individual employee level. Two independent studies which reviewed the effectiveness of appraisal system in local government and health systems pointed out that both staff and managers were dissatisfied with the way systems are working which limited the realization of the intended results- enhanced productivity of the employees.

With regard to transferable lessons, countries that are designing new PMS may want to note that it is helpful if the different PMS elements are developed as part of comprehensive systems that starts with National Visioning, is followed by planning at the national level which then informs the development of strategic plans at the institutional level that are then cascaded down to the individual level. South Africa approach to PMS

seems to have missed that linkage which has affected, to some extent, the attainment of the overall objectives of the installation of PMS-Improving service delivery.

6. Approaches to Performance Management in Egypt

6.1 Background

During the past ten years the Government of Egypt has taken a number of measures to improve the performance of the public sector. The measures include review of the public service legislation, which is at the draft stage; introduction of performance management system at the individual level (performance appraisal); introduced Results Based Management at institutional level, with support from UNDP; the Ministry of Finance championed the adoption of Program Based Budgeting and the Medium Term Expenditure Framework (MTEF). While these measures are not organized into a coherent and coordinated reform effort, when taken together they constitute a rich array of Performance Management tools.

Of the many initiatives, the one that has contributed significantly to enhancing the performance of the Egyptian public service, from which there are lessons to share with other public services in Africa is the Performance Management/Appraisal System. For that reason, in this Report we focus on that initiative.

6.2 The Structure of the Public Service

The Egyptian civil service is divided into two levels. Level one which has three grades: Grades 3 to 1 includes civil servant professionals who enter the civil service cadre after obtaining a University degree. Level two is constituted of public servants designated as Leaders. The two levels are assessed separately using the approaches that are detailed below

6.3 Performance Management System for Civil Servants from Grade 3 to 1

- The frame work of the Performance Management/Appraisal system is developed centrally by the Ministry of State for Administrative Development and each government entity has to adopt the set system, although it could change the weights of the evaluation elements.

- Appraisal is conducted once annually by the Supervisor using a performance appraisal form issued by MSAD . The assessment must be countersigned by the Minister, Governor or Chairman.
- The ranks of the performance appraisal are set according to the table below:

Employee Score	Rank
From 90-100	Excellent
From 80 to less than 90	Very Good
From 65 to less than 80	Good
From 50 to less than 65	Average
Less than 50	poor

- The Performance appraisal reports that have either excellent or poor ranking should provide comments indicating the elements of excellence or weakness.
- Employees who have been ranked poor should be informed about the areas of weakness by their managers.
- The employees who are ranked excellent should receive a certificate of Merit from the Minister, Governor, or Chairman and their names have to be announced in a board dedicated to that.
- Employees graded poor for two consecutive years should be either moved to more suitable positions if they are found competent or if they are incompetent have their service terminated without losing their pension benefits.
- The employee who is not satisfied with the appraisal results has the right to appeal to the Appraisal Complaints Committee within 20 days from the date of being informed about the results. The Committee should address the appeal within 60 days following receipt of the appeal. The committee's decision is final.

Section 1: Employee Data, filled by HR Department from Employee file

• Name	• Department
• Date of Birth	• Sanctions

• Grade	• Other Information
• Date of Occupying the Post	• Ranking of the last two previous appraisals.
• Qualification	• Preliminary Appraisal: Direct Manager (name and signature), Higher Manager (name and signature)
• Post	• Final Appraisal: Direct Manager (name and signature, Higher Manager (name and Signature).
• Training Courses	
• Year.	

Section 2: filled by the employee

- Remarkable achievements done during the period of the appraisal
- Financial and Literacy Recognition Received for Remarkable Achievements through the appraisal period (Rewards, Thanking Letters, Incentive Bounces... etc.)
- Comments of the Immediate Manager.

Third Section: Performance Measurement

Assessment Items	Maximum Score	Preliminary Appraisal	Final Appraisal	Elements of Excellence or weakness from file or service records and official documents or any other comments.
<ul style="list-style-type: none"> • Business Performance and its quality <ul style="list-style-type: none"> - Work Amount - Quality Level - Work Timing 	40 15 15 10	Direct Manager	Minister / Governor or Chairman	
<ul style="list-style-type: none"> • Administrative and Technical Potential <ul style="list-style-type: none"> - Capability of Planning and 	40 10 10			

Organization				
- Capabilities of Monitoring and Evaluation	10			
- Accountability and Capability of Decision Making.	10			
- Capability of Innovation, Creativity and Development.				
• Behaviours	20			
- Work Relations	10			
- Discipline	10			

6.4 Performance Management System for Leadership Cadres staff

The assessment of the leadership cadre is undertaken by their immediate managers on an annual basis using the instrument as the one that is used to assess Grades 3-1 civil servants. However, leadership level officers who do not attain an Excellent Score for two consecutive years, would have to return to Grade 3-1 officer grade or leave the service

Part Four

Main Conclusions and Lessons of Experience

The study was undertaken to establish the extent to which African countries were imbibing tools and instruments of performance management to improve the performance of their public institutions, the approaches they were taking and whether the adoption of PMS tools was leading to positive outcomes in terms of socio-economic development. The study was also intended to support the preparation of the management Guide on Performance Management including measurement, monitoring and evaluation.

The results show that many countries have boarded the PMS train and have adopted some of the tools. However, most of them have not approached the implementation of PMS holistically tending to concentrate on performance improvement at the level of individual employees and are therefore not reaping its full benefits.

A few countries, however, are doing well; they have implemented PMS tools on a comprehensive basis, the process is being led by the country's political and administrative leadership and the public service is clearly improving in terms of efficiency and effectiveness, which in turn is leading to improvements in service delivery. The experiences of those countries, notably Kenya, Tanzania, Botswana, South Africa and Egypt have been very helpful as the task of preparing the guide was undertaken by the consultant.

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