Department of Economic and Social Affairs
Division for Public Economics
and Public Administration

African Institutes of Public Administration: New Challenges, New Role, New Perspectives

In collaboration with the African Training and Research Centre in Administration for Development (CAFRAD)

Third Pan-African Conference of Ministers of Civil Service
The Government of Namibia, Windhoek, Namibia, 5-6 February 2001

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Notes

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The designations "developed" and "developing" economies are intended for statistical convenience and do not necessarily imply a judgment about the stage reached by a particular country or area in the development process.

The term "country" as used in the text of this publication also refers, as appropriate, to territories or areas.

The term "dollar" normally refers to the United States dollar ($).

The views expressed are those of the individual authors and do not imply any expression of opinion on the part of the United Nations.

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Foreword

At the beginning of the twenty-first century, it is manifest that a strong public service is imperative to the economic and social development of a country. The perception that public administration agencies are unresponsive and unproductive, therefore, hurts their ability to fully contribute to national development efforts. Consequently, capacity-building to improve the image and the effectiveness of the public service is of particular importance in support of the development process.

The past two decades saw reform measures which called for the reduction in size, if not cost, of the public service in Africa. At the same time, the effects of globalization and the forces of economic and political liberalization, which have often been destabilizing, have implications for human resources management in the public service. In addition, rapid changes in information and communications technology have increased timely access to information, which has led to the development of ethics, integrity and professionalism as standards for public officials.

It is in this context that the Charter for the Public Service in Africa was developed and adopted by the African Ministers of Civil Service. It represents a commendable drive to restore the public service to the center of development by

improving its image. Africa, the first region in the world to adopt a Charter to guide the strengthening of the public service, will position the public service in Africa to meet the present and future economic, social and technological challenges of the new millennium.

Implementation of the Charter, which will require a concerted effort, must be a priority for national, sub-regional and regional institutions, as well as international organizations. The Charter should serve as a guide for the strengthening of the public service.

I would like to thank all the Member States who participated in the conference and contributed to the passage of the Charter. I would also like to acknowledge the work of the Ministerial Working Group, the Government of Namibia, the experts, the staff of CAFRAD and my own Division. Strengthening the image and the role of the public service in Africa is one strategy in working towards social and economic development.

Guido Bertucci
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Preface

The Third Biennial Pan-African Conference of Ministers of Civil Service, held in Windhoek, was a momentous occasion for the civil service in Africa. An historic undertaking, the Charter for the Public Service in Africa represents the efforts of African nations to modernize the public service and realize the expectations of our citizens in receiving first-class service, so as to better face the challenges of development. It demonstrates the will of African countries to come together as a whole in order to make the twenty-first century the century of Africa.

This transformation, I believe, is an essential prerequisite for all other national developmental initiatives; for, civil service that is inefficient and inapt can dangerously compromise the welfare of the citizens. Quite appropriately, therefore, the charter redefines the objectives and principles of the public service, identifies the necessary conditions for strengthening its role, its competence, ethical values and image. In fact, one critical component of the charter is the code of conduct for public service employees.

For African governments, the charter for Public Service in Africa provides a starting point for initiating or strengthening civil service reforms. It was appropriate that the charter was discussed and adopted at the beginning of the Windhoek Conference, the theme of which was *African Institutes of Public Administration: New challenges, New role, and New Perspectives*. In fact, the Charter set the tone for the Conference where ideas were shared on moving forward.

This topic was chosen to assess obstacles to the ability of the institutes to contribute to the dialogue on the challenges confronting the region and on the adequacy of institutional and managerial policies. Rapid changes in information and communications technology have increased the opportunities for openness and new forms of participation, but have also increased the demand for accountability. Within this framework, pubic sector reform must take into consideration both professional competencies and human resources management and recruitment practices.

It is imperative that the Charter remain a living document, guiding the process of strengthening the public service in Africa. This will require the development of national and regional mechanisms for its implementation and monitoring. We will need to develop a coordinated effort at the national, sub-regional, regional and international levels to ensure that the vision of this Charter is actualized. Implementation demands the participation from all affected groups, including a civil service that must be willing to embrace change.

Indeed, a great deal of collaborative effort has gone into the drafting of this Charter.

This initiative also reflects the diverse perspectives and opinions that emerged during discussions over several years. The serious consideration given to the Charter is a testament to the desire of the African nations to establish the necessary conditions in the public service for meeting effectively the challenges of economic and social development. That itself shows a new spirit pervading Africa – the spirit of cooperation, rededication to service to the citizens, and strengthening the institution of civil service to become agents for change in Africa. Implementation of the provisions of the Charter certainly holds the key to strengthening our ability to meet the challenges of the twenty-first century with confidence

I commend this Charter to all Public Service Managers.

Hage G. Geingob
Prime Minister of Namibia

Executive Summary

The Third Pan-African Conference of Ministers of Civil Service, entitled "African Institutes of Public Administration: New Challenges, New Role, New Perspectives", which took place in Windhoek, Namibia, on 5 and 6 February 2001, provided an opportunity to look at how the Institutes of Public Administration can most effectively contribute to the debate and policy on development. The Conference was hosted by the Government of Namibia and organized jointly by CAFRAD and the United Nations Department of Economic and Social Affairs. A total of 41 countries and 6 international organizations participated in the Conference.

The highlight of the Conference was the adoption of the Charter for the Public Service in Africa, which sets the principles for the public service and establishes standards for professionalism, conduct and ethics in the public service. Africa is the first region in the world to adopt such a charter.

The Conference served as a forum to:

- Discuss and adopt the Charter for the Public Service in Africa;

- Analyze the changing environment to which the public service in Africa must respond to; and

- Explore the role of African Institutes of Training in Public Administration.

The Conference was opened by H.E. Mr. Hage G. Geingob, Prime Minister of Namibia. The Prime Minister expressed the hope that the twenty-first century will be the century of Africa. This will require African countries to overcome the challenges of economic growth in the globalized economic environment, alleviating the debt burden, closing the skills gap and ensuring that the average citizen's quality of life is raised to the level of the developed countries, both individually and collectively. To achieve this, civil service agencies need to be equipped to be the first line of attack. He pointed out that addressing the challenge of increasingly more open and accountable governments is an objective of the Conference, as preparations are made to finalize the Charter. However, implementation and follow-up will be essential.

In his statement, Mr. Guido Bertucci, the Director of the Division for Public Economics and Public Administration of the United Nations Department of Economic and Social Affairs, presented the findings of the XVth Meeting of Experts on the United Nations Programme in Public Administration and Finance. He referred to the recommendation that the United Nations provide support to African Governments in the development and enforcement of national public service charters and find ways and means to support and encourage similar initiatives in other regions. The Meeting urged the United Nations Member States to give importance to the role of training and to the adoption of the Charter, which aims to reaffirm the primacy of the common good over particularistic interests and seeks to enhance the role, prestige, professionalism and overall performance of the public service.

The Chairman of the Governing Board of CAFRAD and Minister of Civil Service and Administrative Reform of the Kingdom of Morocco, H.E. M'Hamed El Khalifa, recalled the First and Second Pan-African Conferences, emphasizing the importance of this forum in providing African Ministers of Civil Service an opportunity to address common problems in the area of public administration and to deliberate on the contents of a Charter for the Public Service. By drafting this Charter, African countries had sought to establish a new relationship between the public service and its environment and, by so doing, prepare the public service for the challenges of development and of the new millennium.

Session I: Review and Adoption of the Charter

The Rt. Hon. Hage G. Geingob, Prime Minister of Namibia was appointed Chairman of the

Third Pan-African Conference. The main goal of the first session was the adoption of the Charter, which would reinforce public administration systems for good governance. The participants discussed the Draft Charter article by article and proposed amendments. With regard to the Preamble, it was decided that in modernizing administrative structures, emphasis should be put on communication technologies. It was also decided to include "Ethics" in the *Definitions,* as standards to guide the behaviour and actions of personnel in public institutions were of great importance. The Charter for the African Public Service, as amended, was then adopted.

Session II: Establishment of a Regional Follow-up Mechanism for the Application of the Charter

The objective of the second session was to consider what type of mechanisms would be instrumental in the implementation of the Charter, realizing that without implementation, the Charter would merely be a statement with little impact. Mr. Jide Balogun's paper provided a conceptual framework for this discussion.

Mr. Balogun advocated that steering committees made up of representatives from civil society, the private sector and consumer bodies, the government and the career civil service be established at the national level. These steering committees could then be connected under a regional coordinating and reporting arrangement.

Reporting should include each country's progress in articulating and executing its Citizens' Charter, Customer Service Pledges and reconstituting public agencies into customer-friendly agencies, codes of conduct and ethics, and shifting the public service from patronage-ridden and favour-dispensing outfits to performance and productivity-focused, accountable units.

During the discussion, participants agreed that the implementation of the Charter rested with national governments and must include input of all stakeholders.

Session III: Ethics: Complementary Training Tools

The third session focused on the findings and recommendations of a project for policy and programme development executed by the United Nations, presented by Mr. Stefan Lock. The project's objective was to assist African governments to improve the management of ethics and conduct in the public service by conducting a study of ten countries.

The aim of the study is to describe national "ethics infrastructures", which are composed of mutually reinforcing functions and elements.

There needs to be coherence and synergy between the functional (guidance, management and control) and the other elements (political commitment, codes of conduct, professional socialization, special ethics coordinating bodies, public service work conditions, legal framework, effective accountability mechanisms, public involvement) in support of an environment of high standards of behaviour.

The study found that in all participating countries, the issues of ethics and management of conduct in public service have been addressed recently in research and programme development.

Mr. Lock stressed the need for a managing the implementation of a guiding framework of public service values and standards. He also noted that in democracies, it is important to see what role civil society take in demanding accountability, transparency and integrity in its government

The general recommendations of the study are: that the capacity to collect basic public service statistics should be strengthened and the public service salary structures should be improved.

Session IV: Strategic Reorientation of the African Institutes of Public Administration

The fourth session focused on the reorientation of the African Institutes of Public Administration to train civil servants to better discharge their duties in a changing environment.

Dr. Allan Rosenbaum made a presentation on the preparation of public administrators to function in a rapidly changing world. He started out by stressing the importance of African education and training institutes in producing civil servants who will be able to implement the Charter. The combination of growing technological complexity and globalization places increasing demands on leaders of public organizations for creative leadership. He highlighted three essential areas for training: technical, managerial and leadership skills.

Dr. Victor Ayeni's presentation centered on capacity-building for Institutes of Public Administration, based on the Commonwealth Secretariat's experience. Management Development Institutes have increasingly faced difficult times and, as a result, have been relegated to a position of limited influence in the human management process. The agenda that is proposed for government, and therefore for the MDIs, should revolve around the following themes: developing future leaders; fostering public service excellence; fostering a people-centered governance and public service; strengthening political and public service interface; fostering integrity and honesty in public service; developing new ways of working with other institutions.

Session V: Definition of a New Training Policy in Public Administration

A paper on "Renovated Pedagogical Methods and Curricula in the Training Institutes of Public Administration in Africa" by Prof. Joseph Ayee was submitted to the session.

Professor Jacques Mariel Nzouankeu's presentation looked at the new role, status and organization of training institutes. He pointed out that the institutes were very effective until the 1980s, when their decline began. The decline was in part due to the changing administrative environment. The training institutes did not adapt the training to, and therefore did not prepare civil servants for, the changing role of the State. They lost their strategic role.

A presentation by Prof. Brahim Zyani also called attention to the mismatch between the operations of the training institutes and the needs (as well as priorities) of the public service. In particular, Prof. Zyani said he would like to see the institutes play an increasingly more relevant role in public service capacity-building and leadership development.

Part I
Charter for the Public Service in Africa

Charter for the Public Service in Africa

Adopted by the Third Biennial Pan-African Conference of Ministers of Civil Service
Windhoek, Namibia
5 February 2001

Preamble

We, African Public Service Ministers, meeting on the occasion of the Third Pan-African Conference of Public Service Ministers, held at Windhoek, Namibia, on 5-6 February 2001,

Reaffirming the political commitment made by African Public Service Ministers at the Second Pan-African Conference held at Rabat from 13-15 December 1998, to enhance professionalism and ethics in the public service in Africa, in close collaboration with their colleagues from the other ministries;

Recalling the recommendation of the Rabat Declaration on the elaboration of a Charter for the Public Service in Africa, which affirms the professional values of the public service in Africa, redefines its objectives and missions and specifies the fundamental conditions required for strengthening its role, competence, ethical values and image, including a code of conduct for African public service employees;

Considering the mandate given to the Chairperson of the Second Conference to set up, with some of the Conference participants, a working group with the backing of the African Training and Research Centre in Administration for Development (CAFRAD) and the Department of Economic and Social Affairs (DESA) of the United Nations, to elaborate a draft Charter for the Public Service in Africa;

Considering the need to adapt the different public services in Africa to the new requirements of public service, so as to be able to anticipate or accompany the profound changes that African countries are experiencing and take into account the prevailing socio-economic conditions, including:

- Modernizing administrative structures by mastering the new communication technologies, allowing to transform historically and politically motivated functions into sound business-like operations;

- Adapting to the increasing globalization of the economy and creating an enabling environment for private sector growth;

- Ensuring not only the economic growth and the strengthening of basic infrastructure but also promoting social development and striving to reduce the growing disparities in income and opportunities in order to foster social solidarity;

Considering that public services must be able to discharge, in optimum conditions of equity and effectiveness, their vital mission of safeguarding the fundamental values of the public service, protecting the public interest and promoting human and sustainable economic and social development;

Considering that, in order to preserve their legitimacy, public services must adapt to and respond in a sustainable, quality-conscious and efficient manner to the needs of users by placing them at the center of their concerns, while ensuring transparency and respect for human rights and democracy;

Adopt the present Charter for the Public Service in Africa which:

- Defines a framework to guide the public services in Africa in taking such legislative, regulatory, technical and practical measures as may be required to create propitious conditions for the proper functioning of the public service and improve the quality of its services;

- States and defines the principles and rules of conduct for public services and State employees, who shall foster a neutral and

stable environment conducive to the strengthening of ethical values and the image of the public service, as well as the professionalism of its employees;

- Expresses the will of African States and underscores their political and moral commitment to streamline the services provided to citizens and ensure the efficient use of the resources allocated for such services;

- Encourages South-South exchanges of experiences and information and horizontal cooperation.

This Charter shall be structured as follows:

1. General provisions relating to the duties and role of the public service designed to restore and/or enhance its image, credibility and legitimacy;

2. Provisions relating to the conduct of public service employees in the exercise of their duties;

3. Provisions relating to legislation, organs and mechanisms, as well as monitoring and follow-up tools.

Title I—General Provisions

Part I—Purpose and Scope

Article 1: Purpose

The Charter for the Public Service in Africa shall:

- Define the principles and general rules governing African public services with respect to transparency, professionalism and ethical standards;

- Give concrete expression to the commitment of African States to promote such values in the public service;

- Serve as a policy framework for the public service administrations of all African countries and a source of inspiration for the development, strengthening or updating of national codes of conduct.

Article 2: Scope

The provisions for the present Charter shall apply to public services and to public service employees as defined in article 3 below.

Article 3: Definitions

For the purposes of the present Charter, the following definitions shall apply:

"Administration": any public entity that implements government policies and takes decisions that affect the rights of other persons or entities, be they individuals or not, and/or has a public service responsibility;

"Person concerned": any legal person or individual who may be directly or indirectly affected and concerned by a decision emanating from the public service;

"User": an individual or legal person using the services of a public service and benefiting from them;

"Competent authority": the Minister or administrative authority of the State or of the public service body which is authorized to take an administrative decision;

"Public Service employee": a person in public employment given the responsibility for taking, implementing or enforcing a decision within the meaning of the preceding paragraph;

"Ethics": the standards which guide the behaviour and actions of personnel in public institutions and which may be referred to as moral laws;

"Conduct": the behaviour, attitude and activities of public service employees both within and outside their working environment.

Part II—Fundamental principles of the public service

In all African countries that are signatories to this Charter, the administration shall respect the fundamental, universal principles of the public service. This implies that legal provisions exist, that they are well known, comprehensible and accessible.

Article 4: Principle of equality of treatment

All public services shall recognize the equality of citizens before the law.

Persons in a comparable situation vis-à-vis the administration shall be treated equally without any distinctions whatsoever.

Any discrimination based on the place of origin, race, gender, religion, ethnic group, philosophical or political convictions or other personal considerations shall be prohibited.

Moreover, measures taken by the public service shall be proportional to what is required to achieve the goal of safeguarding the interests of the public at large, so as not to unduly affect the interests of other parties.

Article 5: Principle of neutrality

The public service that serves the interest of the public shall not discriminate against its employees because of their personal traits. The public service as a whole remains neutral in respect to the government of the day and this fundamental principle will be respected by all administrations.

Article 6: Principle of legality

Public service shall be provided in strict compliance with the law.

Administrative decisions shall be taken in conformity with existing regulations.

Article 7: Principle of continuity

Public service shall be provided on an ongoing basis and in all its component parts, in accordance with the rules governing its operation.

Failure to comply with the principle of continuity may incur the liability of the administration in respect of any person who might have suffered harm on account of such failure.

In this connection, the right to strike shall be exercised within the bounds of respect for the rule of law and the principle of continuity and in respect of those services the interruption of which endangers the life, personal safety or health of the whole or any part of the population.

Part III—Rules governing relations between the public service and the users

The public service shall serve users in accordance with the following criteria: proximity and accessibility of services; participation, consultation and mediation; quality, effectiveness and efficiency; evaluation of services; transparency and information; speed and responsiveness; reliability and confidentiality of information.

Article 8: Proximity and accessibility of services

The public service shall be organized along functional and decentralized lines designed to bring public management closer to the people and provide them with appropriate and accessible basic services.

Physical proximity and accessibility can be achieved by the application of appropriate information and communication technologies (e-governance).

Article 9: Participation, consultation and mediation

It shall be the responsibility of the administration to ensure that the mechanisms of participation and consultation involving civil society and other stakeholders are effectively put in place through consultative forums or advisory bodies.

When provision is made in the texts for consultation, the public service may not introduce in its definitive texts, any provision that shall not have been submitted beforehand to the relevant advisory body for its opinion.

To avoid conflict of interest no individual who has a direct or indirect vested private interest in the subject matter of any consultation may be a member of an advisory body or take part in its deliberations.

It shall be the responsibility of the public service to put in place a system of mediation through an institution that has sufficient moral and social authority that enables users as well as public service employees themselves to have means of redress other than administrative and/or legal

remedies. The mandate of this institution would thus be to ensure that the rights of users and public service employees are upheld for the benefit of all parties concerned.

Article 10: Quality, effectiveness and efficiency

The public service shall ensure that the highest quality and the most effective and efficient services are provided by making optimal use of the resources at its disposal. It shall also take into account the resources and means that users have available to them to benefit from public services.

The public service shall make the necessary adjustments to the way in which its services are organized and operated, in order to respond, on a sustainable basis, to changing needs and the demands of the public at large. These adjustments must lead to better service delivery and must be informed by best practices in the application of information and communication technologies.

Article 11: Evaluation of services

The evaluation of the effectiveness and productivity of services shall be based on objectives and programmes of activities defined beforehand, accompanied by performance indicators and criteria.

To this end, evaluation mechanisms shall be established in the public service to carry out periodic evaluations of the services offered to the public.

The results of these evaluations shall be disseminated, together with the publication of the annual reports.

Article 12: Transparency and information

Administrative decisions shall always be taken in accordance with transparent, simple and understandable procedures, while ensuring accountability.

All administrative units shall make available all the necessary information on acts and procedures in their respective domains, as well as the information required to assess their management, with a view to enabling those interested to have full access.

The administration shall inform the person concerned of any decision taken concerning him/her, indicating the reasons for such decision and stating, where necessary, the legal remedies open to him/her, should he/she decide to challenge the decision.

The administration shall establish or strengthen reception and information units for users in order to assist them in gaining access to services and in recording their views, suggestions or complaints.

Article 13: Speed and responsiveness

The public service shall determine and respect deadlines in the delivery of its services. These deadlines must be established by law and regulations and evidence of unusually long delays, may make the administration liable to legal action.

Failure by the public service to take action upon the expiration of a deadline as stipulated in the law shall be construed as tacit acceptance, unless otherwise expressly provided by the law or regulations.

Article 14: Reliability and confidentiality of information concerning citizens

Personal information or information that helps to identify, in any manner whatsoever, directly or indirectly, the individuals concerned, may not be subject to processing, including computerized processing, in a manner that would violate personal privacy, individual freedoms or human rights.

Any person who can prove his/her identity shall have the right to be informed about any personal information concerning him/her, and to challenge and have such information corrected, if need be. He/she shall also be informed of the use to which such information is put, including in computerized information.

With the exception of administrative departments such as the police and the judiciary, which may be authorized by law to maintain automated personal data files, no files shall contain information on the private life, views, health of individuals, or on any other type of information that may violate the privacy of individuals, without the express authorization of

the individuals concerned. Departments must however take cognizance of the complexity of privacy and disclosure in the event of an individual, where a balance has to be found between privacy and public interest (i.e., HIV/AIDS).

Part IV—Relations between the public service and public service employees

The relations between the public service administration and its employees shall be based on professional merit and respect for human rights.

The administration shall see to the career development prospects of public service employees, while ensuring the development of human resources and their self-fulfillment.

Article 15: Recruitment and promotion

Public service employees shall be recruited, appointed and promoted on the basis of their competence and professional skills and in accordance with transparent and objective procedures that guarantee equal opportunities for all, women, disabled and particularly disadvantaged groups.

Article 16: Mobility and redeployment

Deployment and redeployment of staff shall take due account of the exigencies of the service and as far as possible will respond to the aspirations of public service employees for a satisfactory and rewarding career development.

Article 17: Staff training and development

Considering that public service employees are entitled to training and development, the public service administration shall provide an enabling environment and the necessary resources for enhancing and adapting, on an ongoing basis, their knowledge and skills, including through allowing them to specialize and become versatile.

Article 18: Motivation

The organization and functioning of the public service administration, as well as the management style and quality of management of managers, shall address the aspirations of public service employees for self-fulfillment and develop in them leadership capabilities, responsibility and a sense of initiative.

The public service administration shall foster dialogue between subordinates and management, not only with regard to improving working conditions, but also to prospective reforms.

Article 19: Remuneration

Public service employees shall be entitled, within the framework of an improved, motivational, coherent and harmonized system, to fair remuneration that is commensurate with their responsibilities and performance and enables them to live in dignity.

Article 20: Physical safety, working conditions and security of tenure

The administration shall guarantee minimum standards of health, security and safety in the workplace.

The administration shall grant public service employees immunity from prosecution in the performance of their duties which are within the purview of the law.

With the exception of the disciplinary measures provided for by law, public service employees may not be subject to any measures that may affect their dignity and tarnish their honour.

Title II—Code of conduct of public service employees

Part I—Fundamental values of the public service employee

The fundamental values of a public service employee shall be based on public service rooted in professionalism and ethics.

Article 21: Professionalism

Professionalism resides in how skillfully and how well a public service employee performs his/her functions and duties.

Professionalism manifests itself in the public service employee's behaviour at work and in his/her constant effort to improve, reinforce and update his/her knowledge, refine the skills that

are necessary for carrying out his/her tasks and enhancing his/her output and productivity.

Article 22: Ethics

Ethics shall mean a sound culture based on ethical values and principles.

A public service employee shall ensure compliance with the principles of law and the implementation of judicial decisions.

A public service employee shall perform his/her duties properly and efficiently and display professional discipline, dignity, integrity, equity, impartiality, fairness, public- spiritedness and courtesy in the discharge of his/her functions, notably in his/her relations with his/her superiors, colleagues and subordinates, as well as with the public.

The public service employee shall ensure at all times that public property under his/her responsibility, is managed in the most appropriate and efficient manner.

Part II—Rules of conduct for public service employees

The rules of conduct for public service employees shall be part of an integrated anti-corruption system.

A public service employee's conduct shall be deemed to be appropriate when he/she behaves in a manner that enhances public confidence and boosts the image of the public service.

Article 23: Integrity and moral rectitude

Public service employees shall refrain from any activity that is inconsistent with ethics and morality, such as misappropriation of public funds, favouritism, nepotism, discrimination, influence-peddling or administrative indiscretion.

Public service employees shall not solicit, accept, demand or receive, directly or indirectly, any payment, gift or other advantage in kind, in return for performing, or refraining from performing, their functions or obligations.

It shall be reprehensible for public service employees to offer gifts or other advantages that might influence in their favour or in favour of

family members and friends, the judgement or decisions of another person.

Public service employees shall under no circumstances use public property or prevail upon subordinates to perform activities other than those falling within the scope of their functions or mandate.

Article 24: Conflict of interest

Public service employees shall not take up functions or positions, engage in transactions or have any financial, commercial or material interests that might be incompatible with their functions, responsibilities or duties.

Without prejudice to the incompatible activities already laid down in the law or regulations, public service employees shall, to the extent required by their official position, declare any financial and commercial interests they might have or any profit-making activities they may be engaged in, either directly or through family members, if such interests or activities are likely to give rise to conflicts of interest.

In the event of any potential or actual conflict of interest between their professional status and private interest, public service employees shall terminate activities likely to give rise to such a conflict.

Upon leaving office, and for such period of time as may be stipulated by law or by the relevant regulations, public service employees appointed to certain positions of responsibility and trust shall not take undue advantage of positions previously held, by accepting remunerated employment that is related to their previous functions.

Article 25: Declaration of assets or illicit enrichment

In order to ensure the monitoring of any excessive accumulation of wealth, public service employees appointed to certain positions of responsibility specified by law shall, upon taking and leaving office, declare their assets as well as those of members of their family.

In any case, and for all categories of public service employees, legal provisions and

regulations shall be put into place to identify and punish any illicit enrichment.

Article 26: Political neutrality and duty of confidentiality

A public service employee shall not use his/her post, function or responsibilities for political or partisan purposes, which may be detrimental to the interests of the public service.

Public service employees shall respect the confidentiality of official information to which they are privy by virtue of their professional activities, even after leaving office, except where the law, the legitimate authority or the interest of justice require otherwise.

Public service employees shall not, on the basis of their political affiliation or their own ideological beliefs, seek to influence or change the policies, decisions or actions that the administration has decided to define, adopt or implement.

Part III—Implementation modalities

Article 27: Implementation of sensitization and training programmes

Member States shall undertake sensitization and training programmes for public service employees in the area of professional ethics and take the appropriate practical steps to inform the public.

Article 28: Establishment of national monitoring bodies

Member States shall implement the legislative and regulatory measures necessary for establishing monitoring bodies and committees for ensuring compliance with the standards of conduct defined herewith and punishing inappropriate behaviour.

Title III—Final provision

Article 29: Establishment of a follow-up mechanism

In order to ensure respect for the principles, values and rules defined above, a mechanism to monitor the implementation of the present Charter is required.

Part II
Proceedings of the
Third Pan-African Conference
of Ministers of Civil Service

Proceedings of the Third Pan-African Conference of Ministers of Civil Service

Formal opening

The Third Pan-African Conference of Ministers of Civil Service took place in Windhoek, Namibia, between 5 and 6 February 2001. It was hosted by the Government of Namibia and organized jointly by the African Training and Research Centre in Administration for Development (CAFRAD) and the United Nations Department of Economic and Social Affairs (UNDESA). A total of 41 countries and 6 international organizations participated in the Conference.

In a welcome address, the Rt. Hon. Hage G. Geingob, Prime Minister of Namibia expressed the hope that this new century would be the century of Africa. However, transforming this hope into reality required meeting many challenges. African countries, collectively and individually, would have to overcome the challenges of economic growth in the globalized economic environment, alleviating the debt burden, closing the skills gap and ensuring that the average citizen's quality of life was raised to the level of the developed countries.

The Prime Minister believed very strongly that one of the prerequisites for meeting these challenges was to transform civil service agencies, to make them a formidable force in first line of attack. In continuation, the Prime Minister briefed the Conference about Namibia's VISION 2030, articulated three years earlier with the aim of raising the level of Namibian citizens' quality of life to that enjoyed by their counterparts in the developed countries. He went on to say that three years ago, Namibia created an Efficiency and Charter Unit in his Office to begin the process of stipulating what was expected of the civil service. Over this period of three years, Namibia articulated General Principles for the Civil Service and finalized many sector-specific charters giving priority to those areas where civil service

personnel were in direct contact with the citizens.

The Prime Minister then expressed his great joy to see Africa as a whole coming together to work towards articulating a Charter for the Public Service in Africa, pointing out that the common objectives at the Third Biennial Pan-African Conference of Ministers of Civil Service was to review and adopt the Draft Charter in readiness for the challenges of an increasingly open and accountable environment. In pursuit of these objectives, the Prime Minister stressed the need to put in place regional follow-up mechanisms and deliberate on training and capacity-building measures at regional and national levels.

In his statement, Mr. Guido Bertucci, Director, Division for Public Economics and Public Administration, United Nations Department of Economic and Social Affairs (DPEPA/UNDESA) presented the conclusions and recommendations of the Fifteenth Meeting of Experts on the United Nations Programme in Public Administration and Finance. He referred in particular to the recommendation that the United Nations provide support to African Governments in the development and enforcement of national public service charters and to find ways and means to support and encourage similar initiatives in other regions. Mr. Bertucci noted the rapid advances in science and technology and the effect they are having on the new expectations among women and men. This factor could be a powerful force for progress and reform. Specifically, under the impetus of technological change, governance systems would have to be radically reworked, with increasing emphasis being given to building new partnerships, promoting popular participation, forging public-private sector links and repositioning the public service for the challenges of globalization. Mr. Bertucci further stated that these were among the issues exhaustively discussed at the Fifteenth Meeting

of Experts. According to him, the Meeting further urged the United Nations Member States to give importance to the role of training and to the adoption of the Charter, which aims to reaffirm the primacy of the common good over particularistic interests and seeks to enhance the role, prestige, professionalism and overall performance of the public service.

In his speech, the Chairman of CAFRAD's Governing Board and Minister of Civil Service and Administrative Reform of the Kingdom of Morocco, H.E. Mr. M'Hamed El Khalifa, expressed his deep gratitude to the Government of Namibia for hosting the Third Biennial Pan-African Conferences of Ministers of Civil Service. He recalled the First and Second Pan-African Conferences held in 1994 and 1998 respectively, emphasizing the importance of the forum in providing African Ministers of Civil Service an opportunity to address common problems in the area of public administration and to deliberate on the contents of a Charter for the Public Service.

By drafting this Charter, the African countries had, according to the Governing Board Chairman, sought to establish a new relationship between the public service and its environment and, by so doing, prepare the public service for the challenges of development and of the new Millennium. In his view, it was necessary to reflect on new ways of reforming the public service and enhancing its performance capacity.

In this context, the Chairman of the Governing Board spotted a major omission in previous reform efforts—particularly, the absence of the professional dimension in such efforts. He emphasized the need for professionalism right from the stage of recruitment, through that of training to that of career development. He further highlighted the importance of the issues slated for discussion at this year's Conference, viz: Charter implementation and regional monitoring mechanisms, public service ethics and the role of public service training institutions. The Chairman felt that it was essential to upgrade competencies and promote professionalism across the entire spectrum of the public service and to substantially revise human resources management policies and recruitment practices.

The Chairman of the Governing Board seized the opportunity to inform the meeting of CAFRAD's achievements in organizing the Conference of Directors of Civil Service, the Seminar on Human Resources Management and the joint workshop with UNDESA on Ethics in the Public Service. Through this laudable performance, the Centre had succeeded in achieving the objectives set out in the Rabat Declaration.

In conclusion, and like the previous speakers, the Chairman of the Governing Board of CAFRAD emphasized the importance of the Charter and called for its adoption.

First plenary session: review and adoption of the Charter

The Rt. Hon. Hage G. Geingob, Prime Minister of Namibia was appointed Chairman of the Pan-African Conference. He thanked the Ministers for their confidence and indicated his pleasure to serve the Conference and to lead it to the achievement of its goals. The main goal of the first session was the adoption of the Charter, which would reinforce public administration systems for good governance.

The ministers discussed the Draft Charter, article by article, and proposed amendments in some articles. With regard to the Preamble, it was decided that in modernizing administrative structures, emphasis should be put on communi-cation technologies for the transformation of historical and political conditions. It was also decided to include "Ethics" in the *Definitions,* as standards to guide the behaviour and actions of personnel in public institutions were of great importance. This, in any case, is the focus of Article 22 on Ethics.

Other major amendments related to Article 5: Principle of Neutrality; Article 7: Principle of Continuity; Article 8: Proximity and Accessibility of Services; Article 16: Mobility and Redeployment; Article 18: Motivation; and Article 24: Conflict of Interest. The Charter for the African Public Service, as amended, was then adopted.

Second plenary session: Charter implementation and monitoring modalities and presentation of a report on the Public Service Ethics Project

The second plenary session featured a presentation by Mr. Jide Balogun, Principal Regional Adviser, United Nations Economic Commission for Africa, on the topic, "The African Public Service Charter: Implementation Modalities, Capacity-Building Implications and Regional Follow-up Mechanisms".

Charter implementation

Mr. Balogun began with a conceptual frame-work incorporating the main elements of a public service charter, i.e., the citizen charter, the customer service pledge, the leadership code and the professionally oriented, employee Bill of Rights. He acknowledges the possibility of variations in approaches to charter formulation, with some countries placing more emphasis on one element than any other and other countries combining and giving equal weight to all the elements under a single charter. He is of the view that charters with limited objectives are easier to implement than those with a global reach. However, in terms of comprehensive treatment of the issue of rights and obligations, a Charter that in one single enactment, addresses the concerns of the four principal stakeholders, has an advantage over another that is restricted in outlook.

Against the backdrop of the conceptual framework, Mr. Balogun examined the key provisions of the draft charter for the African Public Service. According to him, the draft addresses the key concerns in governance and public service revitalization. However, he urged that the draft be streamlined in a way that would enable the Charter to serve the primary objectives, notably, serving as a model for countries seeking to enhance the image of public officials through the enactment and enforcement of sound ethical and professional codes of conduct, as well as through the improvement of the "customer-service" orientation of government organizations.

On the specific issue of charter implementation and monitoring, Balogun outlined a four-point plan based on the issues of concern to the principal stakeholders. Besides presenting the institutional and human capacity-building implications of the plan, he advocated the establishment at the national level of Steering Committees comprising representatives of the four Focal Points, that is, civil society, the private sector and consumer bodies, the government and the career civil service. These National Steering Committees are to be linked together under a regional coordinating and reporting arrangement.

If the National Steering Committees and the constituent Focal Points diligently pursue the objectives assigned to them, they should, according to Mr. Balogun, be able to submit periodic reports on accomplishments under the four broad headings. In particular, the framework should furnish information on how far each country had gone at a point in time in articulating and executing its Citizen Charter, drafting Customer Service Pledges and reconstituting public agencies into "customer-friendly", service delivery agents, elaborating and enforcing codes of conduct and ethics, and reshaping the public service from patronage-ridden and favour-dispensing outfits to performance- and productivity-focused, accountable units.

The institutional and human capacity-building measures undertaken to facilitate the implementation of the substantive aspects of the Charter should also form part of the reports compiled by the National Steering Committees for transmission to a regional data bank.

According to Mr. Balogun, the monitoring of developments is likely to be assisted by at least two factors—i.e., recent advances in information technology and UNDESA's track record in the application of the technology to forge networks and bridge knowledge gaps in the field of public administration and finance. The first factor should facilitate the storage and interactive transmission and exchange of vast quantities of data. This, Mr. Balogun noted, was the philosophy underpinning the UNPAN project launched under the auspices of DPEPA /UNDESA. By following the UNPAN model and being closely linked to it, it should be possible to develop an

interactive process of information exchange around the four themes covered by the African Public Service Charter, i.e.,

- *The Citizen Charter*

- *Customer Service Pledge(s)*

- *The Leadership Code*

- *Public Service Professional Code of Ethics/Conduct*

To monitor the progress attained in the implementation of the Charter at the national level, a Regional Implementation Secretariat should be established drawing on resources available within UNDESA, CAFRAD and ECA.

Participants' comments

Comments on Mr. Balogun's paper focused on:

- Implementation mechanisms for the Charter

- Respective roles of UNDESA, CAFRAD, other Regional Institutions

- Linkage with the OAU

- Resources for implementation at National and Regional levels

- The Windhoek Declaration

The main proposals can be summarized as follows on the mechanisms of implementation:

- Participants agreed with the resource person's conclusion that implementation rests with national government and hinges on wide participation of all stakeholders

- It was also noted that a multiplicity of institutions would be detrimental to sound implementation and would imply a waste of resources. Pooling national efforts along sub-regional economic groupings was seen as a way to save on resources and ensure maximum impact.

To respond to the main implementation challenges, it was recommended that:

- CAFRAD be assigned a leading role in the Charter's implementation at regional level in cooperation with all regional institutions and, in particular, OFPA and regional economic groupings.

- UNDESA (and UNECA) give support to CAFRAD by providing the tools for developing training materials and organizing training activities in support of the implementation of the Charter. Participants also supported the linkage with the UNPAN initiative as proposed by the resource person, Mr. Balogun.

- A Windhoek Declaration be issued by the 3rd Conference to highlight the adoption of the Charter and seek support for its implementation.

- UNDESA and CAFRAD be mandated to seek financial support from the international community and bilateral donors in support of the implementation of the Charter.

- The implementation of the Charter be given high priority by all the key stakeholders.

Third plenary session: public service ethics in Africa

The presentation by Mr. Stefan Lock, Associate Expert with the United Nations Department of Economic and Social Affairs, addressed selected findings and recommendations of a support project for policy and programme development by the United Nations. The objective of the project was to assist governments in Africa to improve the management of ethics and conduct in their public service. To do this, comparative information on current legislation, policies, programmes and practices has been compiled in order to highlight gaps and best practices, which can serve as a basis to introduce new or improve on, existing ethics policies and programmes. The study involved ten countries: Cameroon, Gabon, Ghana, Kenya, Madagascar, Namibia, Nigeria, Senegal, South Africa and Uganda. These countries were chosen to ensure broad representation of the cultural and linguistic diversity in Sub-Saharan Africa.

The study described national "ethics infrastructures", a concept which is loosely based on an OECD study which has been specifically adapted to the African context. The "ethics infrastructures" are composed of mutually reinforcing functions and elements. The functions (guidance, management and

control) and other elements (political commitment, codes of conduct, professional socialization, a special ethics coordinating body, public service work conditions, the legal framework, effective accountability mechanisms and public involvement) need to be coherent to support an environment of high standards of behaviour.

A central finding of the study was that in all participating countries, the issue of ethics and the management of conduct in the public service has recently been addressed in research and programme development. While it might be too early for an in-depth evaluation, the countries indicate that much has already been accomplished in the way these issues were addressed. Mr. Lock presented some findings and recommendations in the areas of public service structure, guidance, management, control and enforcement and the role of non-governmental actors.

In order to contextualize how the conduct of public servants is managed, the study tried to get a basic overview of the structure of the public service in each sample country. Based on the project findings, Mr. Lock presented the following general recommendations in this context:

- Strengthening of the capacity to collect basic public service statistics.

- Improvement of public service salary structures: decompression, inflation adjustment and private sector competitiveness.

Next, Mr. Lock presented some aspects of guidance for the public service, explaining that guidance, particularly the provision and implementation of values and standards, is the bedrock of public service professionalism and integrity.

Also addressed by the paper were some issues in the management of conduct in the daily business of administration. To implement a guiding framework of public service values and standards, a management framework is necessary. Such a management framework could be provided through the designation of a specific agency to oversee overall ethics and anti-

corruption policies, good public service working conditions with fair human resources policies and adequate remuneration, and clearly defined administrative policies and procedures. Based on the findings, general recommendations to be made in this area are that:

- Fair and transparent human resources policies and practices.

- Disciplinary action upon misconduct.

- Strengthening and expanding the disclosure system.

- Training of managers and supervisors in disciplinary procedures and measures.

The role of non-governmental actors in achieving the goal of an ethical public administration was also highlighted. In democracies where the government and the public service are ultimately accountable to the populace of a country, it is very important to see what role civil society can take in demanding accountability, transparency and integrity in its government. The issues to be addressed here include:

- Enhancement of government transparency and disclosure practices.

- Inclusion of the private sector and civil society as partners in ethics and anti-corruption policies.

- Acceptance of public reporting and oversight function of private media.

- For the press, a sense of professional responsibility to inform the public without undue bias.

The potential functions of the study are to provide an inventory or observatory of all existing legislation, regulation and specific policies, a documentation of progress, input for policy development and dialogue. And last but not least, the Public Service Ethics in Africa project is ready to provide a wealth of information for the development of specific training programs on public service ethics.

Comments on Mr. Lock's presentation

Participants congratulated the United Nations on the successful implementation of the ethics project. It was noted that whatever methodo-

logical and empirical gaps might have been discovered at the end of this preliminary effort would be taken care of when the scope of the study was broadened to include additional countries.

The need for a culture underpinning public service ethics was also underscored.

Fourth plenary session: capacity-building and strategic reorientation of African IPAs

The fourth session focused on a presentation by Dr. Allan Rosenbaum, Director, Institute for Public Management and Community Service, Florida International University, on the topic "Preparing Public Administrators to Function in a Rapidly Changing World". According to Dr. Rosenbaum, the past several years have witnessed a renewed and growing interest in improving the quality of governance, and government, in virtually every region of the world. This renewed worldwide interest in improved governance has been increasingly evident on the African continent. One manifestation of this is the commitment of the continent's Civil Service Ministers to the development of a Charter for the Public Service in Africa. The successful implementation of the Charter for the Public Service in Africa depends very heavily upon the capacity of the continent's educational and training institutions to produce civil servants and government administrators who have the knowledge, skills and under-standing necessary to perform the very critical responsibilities of government in an effective and efficient manner.

To do so, it is necessary for educators and trainers to understand clearly which of the many transitions occurring in the contemporary world will most significantly impact upon the public sector and what are the implications of these changes for the training of effective public managers. Arguably, among the twelve most important of these transitions are the following:

- The realization that the public problems with which governments now must routinely deal have grown greatly in number and are often lacking in clear-cut solutions.

- The considerable movement toward political democratization and the greatly increased emphasis upon accountability that has accompanied it.

- The emphasis upon market based solutions to address public policy problems.

- The growing incorporation of norms of cultural diversity into governance.

- The rapidly growing interest in the decen-tralization of often highly centralized governments.

- The gradual weakening of state capacity and, in some cases, the actual disintegration of the state.

- The emergence of increasing pressures to implement shared responsibility for governing.

- The growing gap between the rich and the poor.

- The increasing linkage of issues of higher ethical standards and greater transparency to the improvement of governance all around the world.

- The emergence of new technologies, especially in the area of communications, which makes information more plentiful and valuable.

- The growth of multi-national integration.

- The rapidly growing demands for new approaches to, and styles of, leadership.

Taken together, these developments generate far more intense demands upon the contemporary public servant for innovative professionalism than has ever before been the case. It seems evident that there are three general categories of abilities upon which those concerned with effective public management ought to focus their attention. These are the provision of technical, managerial and leadership skills.

The effective public manager of the future will, of necessity, need to be skilled in virtually all of the areas in which his or her predecessors traditionally have been trained. However, the dramatic growth in the complexity of public

problems and the newly emerging shape of the public sector—with its somewhat greater emphasis upon entrepreneurialism, privatization, consumer or "customer" service, contracting-out and the like—will increasingly require new technical competencies which must be developed simultaneously with the more traditional ones. These include: strategic planning capability; collaborative capability; substantive policy expertise; performance measurement skills; program development and design capability; oral and written presentation skills; and, an understanding of non-profit and private sector management.

The managerial skills of public administrators must be significantly enhanced in at least each of the following areas: understanding of individual and organizational psychology; ability to facilitate effective staff professional and personal development; capacity to build and nurture harmonious multi-ethnic, multi-cultural environments; ability to understand and effectively interact with complex external environments; enhanced information processing and analytic capability; and the ability to focus in an increasingly diffuse environment.

Whether one wishes it to be so or not, the combination of globalization and growing technological complexity place increasing demands on the leaders of public organizations for more creative and effective leadership. Among the key areas in which such efforts will need to be initiated or intensified in the near future are the following: ability to adapt rapidly to change and complexity; ethical awareness, sensitivity and commitment; enhanced self-management capability; encouraging entrepreneurialism and risk-taking ability; ability to see situations as others see them; and democratic institution-building capacity.

The theme of the second presentation at the fourth plenary session, made by Dr. Victor Ayeni, a Deputy Director in the Commonwealth Secretariat, was "Capacity-Building of Institutes of Public Administration: Lessons of Experience." Dr. Ayeni shared the experience of the Commonwealth Secretariat in working with institutions for the training of public officials in Africa (broadly referred to as MDIs). He noted

that the Commonwealth Secretariat's work in that area was part of its broader assistance in support of public sector reforms and public service development, which underscored the role of MDIs as key partners in the international effort to turn the fortune of African public services. However, for MDIs to effectively play this role, Dr. Ayeni suggested the need to re-examine their organization and mode of operation in the light to the changing environment of African public services.

Dr. Ayeni's paper placed the issue of capacity-building at the core of MDIs' concerns for the future, which must be seen against the backdrop of their experience in the recent past. Repeatedly documented commentaries on the performance of MDIs confirm that the institutions have increasingly faced difficult times and, consequently, been relegated to a position of limited influence in the human resources management process. They are increasingly poorly funded, poorly equipped and least attractive to top quality expertise. Equally, MDIs have not always been successful in adjusting to the realities of privatization and commercialization, limiting their capacity to compete and effectively service the needs of governments and other clients. In these circumstances, the paper went on, MDIs have a tough future ahead. However, in facing the future, one point that must not be lost sight of is the public sector development need that MDIs seek to serve. Indeed, if MDIs are to survive, their operational priorities must be consistent with those of their main clients, the government.

Dr. Ayeni's paper proposed that the agenda of government and by implication that of MDIs must be anchored on five broad themes, namely: Developing Future Leaders; Fostering Public Service Excellence; Fostering a People-Centred Governance and Public Service; Strengthening the Political and Public Service Interface; Fostering Integrity and Honesty in Public Service; and Developing New Ways of Working with Other Institutions.

By way of illustration, the paper concluded with a project launched recently by the Commonwealth Secretariat's Management and Training Services Division in collaboration with the

Commonwealth Association of Public Administration and Management (CAPAM) on public service leadership training and development. The project's overarching purpose is the capacity-building of educational and training institutions for the training and development of a cadre of professional public service leaders. So far, only about £250,000 has been identified for its implementation, hence the Secretariat is keen to attract additional funding. The Commonwealth Secretariat clearly understands that the problems of training institutes are wider than the project's immediate goals, However, its expectation is that the project will result in enhanced and sustainable capacity in Institutes of Public Administration and Management to train and develop new public service executives in African countries.

Discussion

Key issues discussed:

- The results of privatization initiatives in developed and developing countries have been mixed at best. Clearly in some instances it makes sense but in others it is a disaster and can even be counterproductive for social and economic advancement. If this is the case there have to be innovative ways to reverse the negative aspects of the process. The criteria should be the capacity of the state to deliver. However, it has to retain oversight responsibility. If nation states are not strong, they cannot be in a position to respond to challenges of development and globalization.

- The strengthening of the state administration remains a priority for Africa in order to achieve social and economic development. The structural adjustment initiatives have generally weakened the state. Even in developed countries there is now an understanding that some areas are best left to the state. In this context, there is indeed an urgent need to debate at continent level about requirement and responsiveness of training institutions to emerging challenges.

- In recent years, the issue of representative democracy and participation has led to switching responsibility and delivery of services from elected officials to NGOs and the private sector, not always for the better. Local government is seen as key to influencing and making democracy more participative.

- More debate is needed in Africa on emerging issues derived from globalization and the gap between the have and the have nots. New challenges have emerged which include: democracy, participation and quality of services.

- Solutions have to be homegrown, there is not a one size fits all solution. It is important to make better use of the continent experience in particular expertise. Participants expressed their concern about the importance of the brain drain to developed countries and the need to be in a position to retain the best and brightest, especially in an environment not conducive to attractive rewards in terms of benefits and career development.

- The issue of inequality was raised and it was recognized that in order to redress this situation, there is a strong need for passing relevant legislation. Public servants play a key role by providing policy advice and commitment to acknowledging pressing social and economic issues and dealing with them. There is an increasing role for substantive policy experts in the civil service

- The complexity of the issues facing training institutions is exacerbated by conflict and instability in many African countries.

- There is a need to mobilize resources, human and financial, if sustainability of training institutions is to be ensured. Innovative approaches should be further disseminated and best practices should be publicized.

- Participants reiterated their concern for the generally poor remuneration in the public service and in training institutions to attract and retain the best. They also felt that a more systemic approach should be developed to harmonize training policies and at the same time, reduce opportunities for corruption. In this respect the adoption of

the African Charter for the Public Service is a welcome development.

Recommendations

- Participants acknowledged that the Commonwealth and other international institutions have a role to play in improving training institutions. It was recommended that the Commonwealth should open to all countries and disseminate actively the African Charter for Public Service along with other international organizations. Support from the international community to AAPAM was also strongly urged for in order to encourage professional development of policy capacity in the Continent.

- It was also recommended to develop new strategies for reinventing training institutions in Africa, in particular to revise and adapt courses and programmes to make use of information technology and to promote good governance and sound management.

- The Conference requests CAFRAD to provide analysis and research through surveys or other similar activities in order to better understand the impact of new challenges on African Training Institutions as well as highlight priorities for a more systematic approach. In addition, it was recognized that values are changing in the society at large (including family, schools, civil society and CBOs) and this has an impact on the fundamental values in the public service. Fundamental values have to be strengthened upstream in order to reinforce professionalism in the public service. Training institutions have a role to play in this regard by introducing or further developing in their programmes ethics training.

- If Governments want to be consistent in their wish to strengthen the public service, they need to include the funding of their training institutions in their national budget.

- Participants recommended that training be developed to equip civil servants for the new environment of globalization in terms of flexibility and adaptability to new concepts and tasks. At the same time, leadership capacities have to be strengthened.

- Finally, participants, acknowledging that they are the best placed to identify their needs, urged African countries to tackle their own national problems through homegrown initiatives to develop effective training institutions for the public service.

Fifth plenary session: new public administration training policy

A paper on "Renovated Pedagogical Methods and Curricula in the Training Institutes of Public Administration in Africa" by Prof. Joseph Ayee, Professor of Public Administration and Political Science, University of Ghana, was submitted to the fifth plenary session. Mr. Ayee's paper explains that some of the most serious problems of training in developing countries are visible in training institutes of public administration in Africa. They include the following:

- Training is often treated as a discrete event, not part of an overall programme of organizational improvement;

- Many trainees are selected on the basis of bureaucratic politics and patronage rather than on the basis of the greatest need;

- Competent trainers are rare, as training is itself a poorly developed profession;

- Training curricula and models are usually based on borrowed models that are rarely updated;

- Classroom-based, academic-style teaching dominates most training programmes, raising serious questions of relevance;

- Training evaluations are usually limited to assessing happiness levels rather than the impact on knowledge, attitudes, behaviour and job performance; and

- Most training institutes are poorly financed and managed and are usually heavil**y** *dependent on government.*

However, Mr. Ayee's paper expresses no doubt that African training institutes for public administration can be capable of developing

their teaching programmes to meet the desired objectives of effectively improving public sector management in Africa, in spite of the weaknesses and limitations mentioned above. For the way forward in addressing present challenges for pedagogical methods and curricula in training institutes, Mr. Ayee's makes three recommendations:

• Training institutes must convince their governments to undertake a major review of their training programmes and produce training policies that lay down principles of mandatory training and retraining of all staff.

• The institutes must forge a stronger link between research, consultancy and training. This would update training curricula and produce "home-grown" models and case studies.

• Regional training institutes like the African Training and Research Centre in Administration for Development (CAFRAD) and Eastern and Southern African Management Institute (ESAMI) must seek donor assistance to focus on improving indigenous African institutional and human capacity.

The paper concludes that, in the immediate future, efforts to improve the operations of government will focus on the development of administrative skills and administrative systems. The extent to which government agencies are responsive to the public will depend on how institutes of public administration train African administrators and managers. This is seen as a demanding and arduous task that calls for a rejuvenation of pedagogical methods and curricula in the training institutes of public administration in Africa.

A presentation on the theme "New Role, Status and Organization of Public Administration in Africa" was made by Prof. Jacques Mariel Nzouankeu, Permanent Secretary, Observatoire des Fonctions Publiques Africaines. Prof. Nzouankeu stressed that the training institutes of public administration may be divided into three categories: the independent institute, (rare and mostly created in the Anglophone countries); the

institute integrated with universities; and the governmental institute, which are predominant in the francophone area. These governmental institutes are attached either to the Prime Minister's office, or to the Minister of Civil Service. The mission of the institute of public administration is to provide initial and in-service training, as well as to undertake research. The institutes were very effective until the eighties, when their decline began.

This decline was due to both some internal dysfunctions, but also to the changing administrative environment. Indeed, despite the world crises and the phenomenon of globalization, which called for a new profile of the state, the training institute kept on training the future civil servants as if the role of State did not and would not change. Consequently, the public service employees were more and more marginalized and the institutes lost their strategic role.

The presentation concluded that the training institutes must face new challenges, by adjusting themselves to the new context of globalization, modifying their curricula and modernize their pedagogical methods.

In this regard, some proposals were outlined for the consideration of the Conference. These include those relating to the formulation of new strategic directions for the training institutes, the development of research programmes and the strengthening of the linkages between the activities of the training institutes and the reform of the public service.

A presentation by Prof. Brahim Zyani, Professor of Public Administration, National School of Public Administration of Morocco, also called attention to the mismatch between the operations of the training institutes and the needs (as well as priorities) of the public service. In particular, Prof. Zyani said he would like to see the institutes play an increasing role in public service capacity-building and leadership development. Like Prof. Nzouankeu, he noted the following weaknesses:

• The failure to adjust to the rapidly changing environment;

- The application of ineffective pedagogical approach (reflected in the bias towards the transmission of theoretical knowledge);

- The tendency to starve the institutes of needed resources.

Prof. Zyani's presentation therefore stressed the need to reposition the institutes for new and increasingly complex challenges, to forge partnerships with regional and international institutions and to strengthen the bonds with civil society. The institutes' research and process consulting capacities would also need to be significantly improved.

Discussion

Based on the two presentations, the participants made the following observations:

- The limited impact of the training institutes is also due to the small number of civil servants that the institutes are able to train within the existing budgetary constraints;

- The gap between the curricula of the institutes and the day-to-day operations of the public service may be attributed to the limited exposure of the bulk of the trainers to practical public service management problems;

- Rather than hold training institutes responsible for the problems facing the public service, it would be advisable for public service to face these problems squarely and take the initiative in defining its training and institutional capacity-building needs;

- In some cases, the training programmes implemented by the institutes are so attractive to the private sector that the products of such programmes get "pouched" by the private sector.

Recommendations

Based on the preceding observations, the Conference participants made the following recommendations:

- Efforts should be made to bridge the gap between the training curricula and the challenges facing the public service and, in particular, to base the activities of the institutes on clearly established training needs;

- The training institutes should in their recruitment practices maintain a judicious balance between theoretically-oriented trainers and experienced public service practitioners;

- Measures should be adopted to merge regional and sub-regional institutes with complementary and/or similar mandates;

- Stakeholders should collaborate on efforts aimed at promoting the application of ICT, to build partnerships, close knowledge gaps and support distance learning initiatives.

The Windhoek Declaration

We, African Public Service Ministers, meeting on the occasion of the Third Pan-African Conference of Public Service Ministers, held at Windhoek, Namibia, on 5-6 February 2001,

Recalling resolution 50/225 of the United Nations General Assembly on "Public Administration and Development" adopted at its Resumed 50th Session,

Reaffirming the need to strengthen national public administrations in order to promote social and economic development and to meet the challenges of globalization through access to modern information technology,

Recalling the recommendation of the Rabat Declaration on the elaboration of a Charter for the Public Service in Africa, which affirms the professional values of the public service in Africa, redefines its objectives and missions and specifies the fundamental conditions required for strengthening its role, competence, ethical values and image, including a code of conduct for African public service employees,

Having considered and amended the draft of the Charter elaborated by the Working Group established by the 2nd Pan-African Conference supported by CAFRAD and UNDESA,

1. Adopt unanimously the Charter for the Public Service in Africa which:

    - Defines a framework to guide the public services in Africa in taking such legislative, regulatory, technical and practical measures as may be required to create propitious conditions for the proper functioning of the public service and improve the quality of its services;

    - States and defines the principles and rules of conduct for public service and State employees, who shall foster a neutral and stable environment conducive to the strengthening of ethical values and the image of the public service, as well as the professionalism of its employees;

    - Expresses the will of African States and underscores their political and moral commitment to improve the services provided to citizens and ensure the efficient use of the resources allocated for such services;

2. Request the Chairman of the Conference to submit the text of the Charter to the 56th session of the United Nations General Assembly, which will review the implementation of resolution 50/225;

3. Commit to establish and/or strengthen at the national level mechanisms for the implementation and dissemination of the Charter by involving the highest levels of Government and ensuring the wide participation of all stakeholders in order to ensure respect for the principles, values and rules defined in the Charter;

4. Request CAFRAD, in cooperation with African regional and sub-regional institutions and groupings, to develop strategies, plans, tools and monitoring mechanisms to assist the African countries in the implementation of the Charter;

5. Request UNDESA in cooperation with ECA to assist the national and regional efforts by providing advisory services and appropriate tools, such as training modules and materials, audio-visual instruments and methodologies, and make available, and if necessary expand, the United Nations Public Administration Network (UNPAN), its facilities and connectivity for the implementation of the Charter;

6. Reaffirm the crucial role played by the national public administration schools and institutes and the need to develop and strengthen their ability to prepare the public servants of the future to deal with the challenges of globalization;

7. Request the sub-regional, regional and international institutions in public administration to pool and coordinate their

efforts in order to support the national institutes;

8. Request UNDESA in cooperation with CAFRAD and other organizations to support the emergency training needs in public administration through the utilization of ICT and distance learning technologies;

9. Request UNDESA to exercise its good offices to seek appropriate resources from international institutions and bilateral donors to support the efforts for the implementation of the Charter for the Public Service in Africa and for new capacity-building needs of African countries in the face of globalization;

10. Express profound gratitude to the Government and people of Namibia for their warm reception and their effort to host and facilitate this historic Conference.

Part III

Technical Papers

The African Public Service Charter: Implementation Modalities, Capacity-Building Implications and Regional Follow-Up Mechanisms

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Abstract

Difficult as it is to reach a consensus on the content of a public service charter, this is a simple process relative to that of instituting measures that would ensure, and help monitor, the charter's faithful implementation. While approaches to charter drafting may vary, it is generally accepted that, to fulfill its real and underlying purpose, a public service charter ought to, with different degrees of emphasis, reflect broadly four types of concern. The first is the government's (that is, the employer's) demand for loyalty and commitment to, and effective implementation of, its policy. The second is the civil or public servant's clamour for political neutrality and fair employment conditions and practices. The "customer's" desire for satisfaction and constantly improved service delivery standards comes next, followed by the average citizen's (including the tax-payer's) preference for arrangements that promote high ethical standards —particularly, integrity, accountability, transparency and related values— in the conduct of public business.

While each party to the compact will miss no opportunity to assert its "rights" and advance its interests, getting it to acknowledge and fulfill its obligations is sometimes fraught with risks. The risks increase exponentially as the charter moves farther away from gentle persuasion to the enforcement of draconian disciplinary measures —that is, as it raises the costs of decisions to repudiate, or exit from, obligations. In effect, therefore, what goes into, or is left out of, a public service charter will to a large extent affect the implementation of the key provisions and the ease with which deviations could be spotted. And here lies the irony. On the one hand, the narrower the scope of a charter, the easier it is to proceed with implementation and monitoring. On the other, a "catch-all" comprehensive approach to charter formulation is likely to address the key governance and integrity issues, but tends to be too ambitious in its demand on the different parties.

The focus of this paper is on measures that need to be adopted to enhance the chances of individual and group compliance with the obligations spelt out in the African Public Service Charter, and of the Charter's effective implementation. Besides anticipating possible obstacles to the realization of the Charter's fundamental objectives, the paper explores a few institutional and human capacity-building options in an attempt at confronting the obstacles. The establishment of a regional monitoring and follow-up mechanism is also discussed along with the feasibility of enlisting the support of modern information technology.

I. Public Service Charters and On-Going Governance Reform Initiatives: Underlying Conceptual and Policy Issues

The underlying aim of a public service charter is to reconcile at least four distinct influences that are likely to impact on the conduct of public affairs. Particularly where the charter is perceived as a major component of a governance reform and ethical re-orientation strategy, the

tendency will be to reflect the concerns of the four parties whose roles are crucial to the successful implementation of the strategy. These are the government, the employees, the clients of government ministries and departments, and the citizenry at large.

Perspectives in charter elaboration

The critical conceptual and policy challenge is determining what weight to place on the role of one party relative to that of another at the time the charter is being drafted. This raises the questions of what a public service charter is and what its essential components are. To put the question in a more specific way: is a public service charter the same as a "Leadership Code", an employee-oriented Bill of Rights, a Customer Service Pledge, a Citizen Charter, or a combination of all these?

A charter that seeks to capture the concerns and orientations of all interested parties has clear advantages over one that is restricted in scope. Among the advantages of the former over the latter are its adequate coverage of issues deemed relevant by all parties, its effort at identifying and harmonizing conflicting or competing interests, as well as its attempts at reconciling the rights claimed by, with the obligations placed on, the different parties. However, in view of its ambitious scope, the former presents a more complex implementation and monitoring challenge than the latter.

Charters with limited objectives

A charter with modest objectives will, at the conception stage, restrict its scope and coverage to a specific party's—e.g., the government's, the employees', the clients', or the citizens'—nagging concerns. For example, the government is almost invariably preoccupied with the implementation of its policy and programmes. Where there are real or imaginary fears of deviations from policy directions (e.g., socialism, accountability, integrity and anti-corruption crusade), a government may decide to enact a variety of codes aimed at regulating the conduct of its principal functionaries. This is the rationale behind the promulgation of the leadership codes enforced with varying degrees of success in Tanzania, Zimbabwe, and most

recently, Uganda. The assumption underlying these codes is that if the leaders insist that discipline, hard work and probity are critical to the development of their countries, they (the leaders) ought to set an example for the generality of the people (Wamalwa and Balogun, 2000:2).

The average Leadership Code's strength also happens to be its weakness. With its limited and clear objective, it is, at least, theoretically, easy to implement, and if it is not, violations should, at least, be easy to pick up. In practice, the implementation of leadership codes tends to be constrained by their draconian nature, and by the stratagems that violators employ to escape sanctions. It often takes the separation of officials from their jobs (as happens when a new government takes over) to bring cases of high-level malfeasance to public attention (Wamalwa and Balogun, 2000:2).

In any case, as argued elsewhere (Balogun, 2000), leadership is a necessary but insufficient condition for the successful implementation of anti-corruption programmes. The integrity of public institutions and of the decisions emanating from them hinges not so much on leadership (a concept that a trade unionist once equated with a "one-man orchestra"), but the outcome of the interaction among three critical factors. These are the individual decision maker's notions of propriety under changing circumstances, the rules enacted by society to hold individuals accountable for their actions, and the motivation as well as the capacity of "watch-dog" institutions to protect the sanctity, ensure predictable enforcement, and guarantee the fair application, of the rules.

When applied to the comparison of ethical leanings across cultures, the interplay among the three factors cited above is likely to produce at least three ideal-types of society. In the first "league" are societies in which routine moral judgements have deep religious, cultural, historical roots, and in which there is a broad measure of consensus on "right" and "wrong" (Fig. A). In the second category are societies in which institutions have succumbed to decay—societies that have to all intents and purposes lost their ethical bearing (Fig. B). They are

essentially societies in which economic and technological advances have either instigated a revolt against moral absolutism, or have joined forces with socio-demographic factors (increasing literacy, urbanization, and social mobilization rates) to present morality as a relative concept. The former tends to be the case in societies that were once religious but in which technological innovations and capitalist accumulation tend to advance materialist, anti-religious and moral relativist causes. Thus, according to Luiz Carlos Pereira, Brazilian Minister for Administrative and State Reform, capitalism might be an efficient mode of production, but it could also promote greed and corruption (Pereira, 2000:17). He observes that,

> Corruption within the civil service often originates at the interface with the private sector. For example, keeping all other variables constant, the bureau-cratic regimes in the former Soviet

Union tended to embrace higher moral standards, where the private sector was practically absent.

The latter sub-set of ethically flexible societies are those in which economic growth objectives appear to have been given primacy over the harmonization and strengthening of conflicting, ethnic-based moralities. These are societies in which primitive accumulation has masqueraded as capitalism and served as a pretext for the evasion of the obligations basic to the survival of one underlying capitalist value—trust.

The third ideal-type includes societies in which the forces of "right" and "wrong" are evenly split (Fig. C). Strange as it may seem, this best describes the "normal", Jekyll-and-Hyde nature of man, and of society inhabited by human beings.

Figure A: Population distribution in a society guided by a clear ethical code
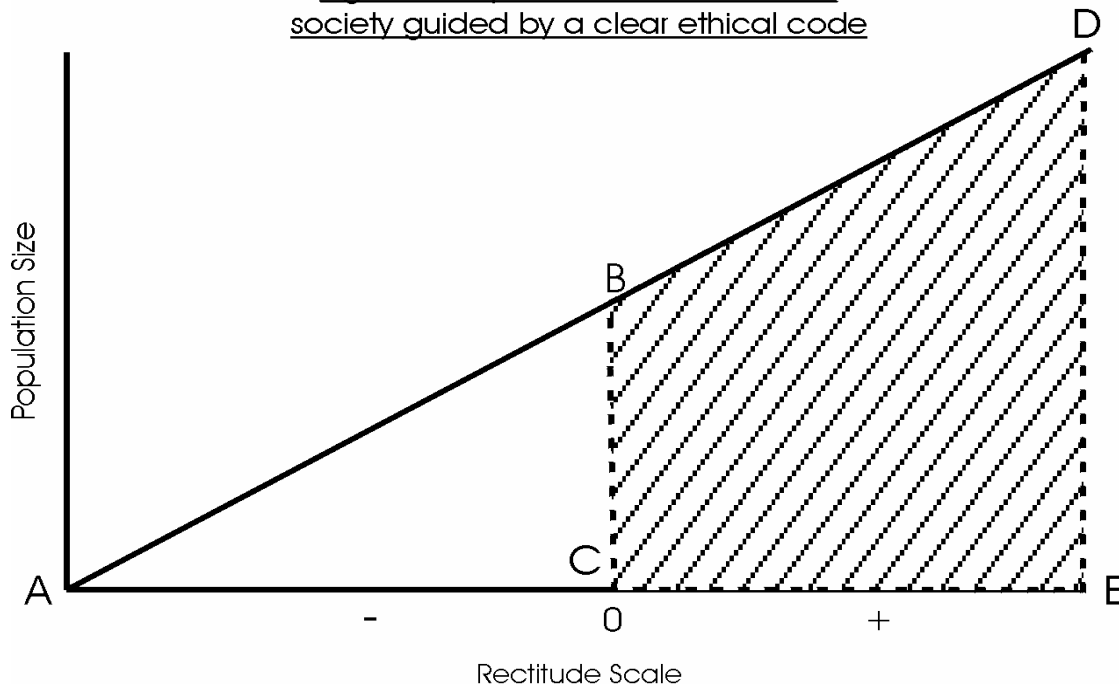
Figure B: Population distribution in a society without an ethical bearing or direction
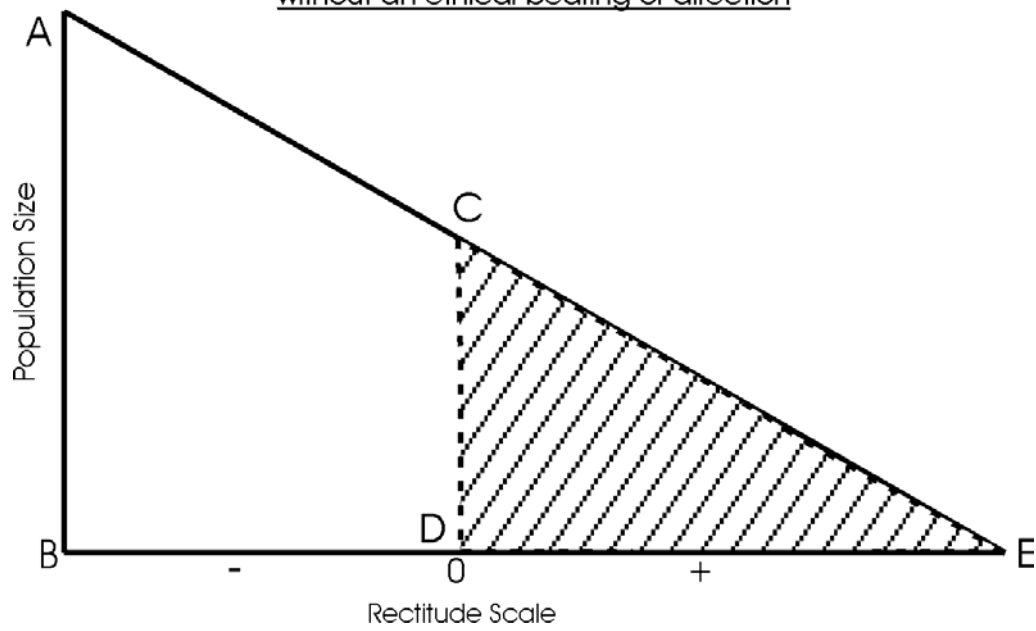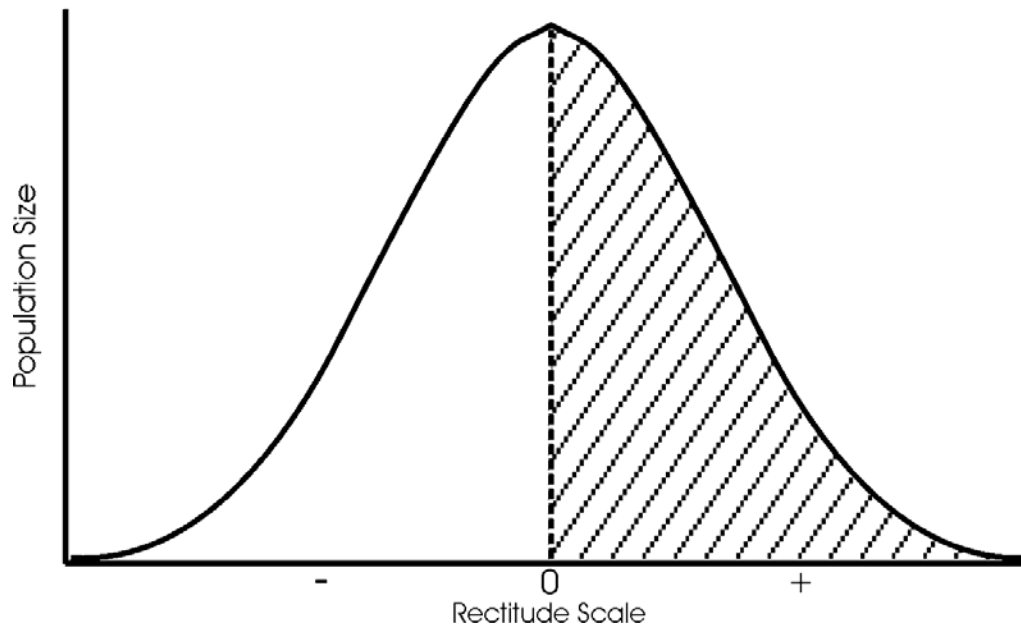

Figure C: Population distribution in a normal human society

The impact and usefulness of a leadership code are thus a function of the configuration of forces prevailing in society at the time of its promulgation. If the society is thoroughly corrupt, it will take more than a leadership code to redeem it. By contrast, where society has succeeded in forging a strong sense of propriety, a leadership code can be useful in keeping all the actors on course. Even then, the enactment of such a code is no guarantee that corruption will be "wiped out" or that every actor will abide by the code and move *en masse* in the positive direction of the rectitude scale. The best that can be hoped for is that a leadership code will serve as one of the instruments for containing corruption and promoting "normal" ethical responses to situations.

As an alternative (or a supplement) to a leadership code, the authors of a public service charter may focus on employee rights rather than on leadership obligations. Where the objective is to "empower" the employees, the public service charter will take the form of the employees' "Bill of Rights" instead of a Leadership Code. In such circumstances, the underlying aim will be the enhancement of the professional competence and prestige of public officials. Under the broad heading of professionalism, an employee-biased charter will see the interests of other parties to the compact as hinging on the improvement of the conditions of the employees. It will thus highlight such issues as terms and conditions of service (including the clarity and fairness of the rules governing recruitment, placement and promotions), political neutrality or non-partisanship, immunity (from political victimization, malicious litigation, unfair character assassination, and general harassment), security of tenure, motivation and incentives.

Professionalism is the inspiration behind the clauses inserted in constitutions and in public service as well as anti-corruption laws enacted in many African countries. Chapter 10, Section 195 (1) of the South African Constitution provides that:

- A high standard of professional ethics shall be promoted and maintained;

- Services shall be provided impartially, fairly, equitably and without bias.

The Public Service (Code of Conduct and Ethics) Bill presented to the Kenyan Parliament in June 2000 generated heated debate, but professionalism was not one of the contentious issues. Indeed, there was broad unanimity on the provisions of Section 12 (1), (2), and (3), and (4). Thus, it was the view that, without prejudice to his or her basic civic and constitutional rights,

- "A public officer who is not a Member of Parliament or a Councillor shall be politically neutral and shall refrain from engaging in the activities of, or acting as an agent of any political party, or publicly indicating support for or opposition to any party or candidate or participating in an election, or taking part in any political activity that may compromise or that might be seen to compromise the officer's impartiality.

- "A public officer shall give honest and impartial advice to Ministers without fear or favor and shall make all information relevant to the decision of the Minister concerned available to such Minister.

- "A public officer shall not deceive or knowingly mislead Parliament or any Minister or the public…"

It should be noted that like the Prevention of Corruption Bill enacted in 1997, the Public Service Code of Conduct and Ethics Bill raised wide-ranging constitutional issues. Following debate on the floor of the Kenyan parliament and the ruling of the judiciary, both bills had to be withdrawn for substantial re-drafting.

In Namibia, Part I, Section 2 of the *Public Service Bill* tabled before the National Assembly between 25 and 26 October 1994, stipulates as follows:

> There shall be a Public Service for the Republic of Namibia which shall be impartial and professional in its effective and efficient service to the Government…and in the prompt execution of Government policy and directives so as to serve the people of the Republic of Namibia and promote their welfare and lawful interests.

Notwithstanding the elaborate provisions for the neutrality and professionalism of the public service, it is possible to cite cases of deliberate and systematic politicization of the service. The trend that began with the introduction of one-party rule in the 1960s to the 1980s has lingered up to the current era of multi-party competition. According to Lungu (2000:11-12), a number of factors account for the persistent assault on the neutrality of the public service, e.g.,

- The limited experience in multi-party democracy, particularly, after the long period of one-party rule and/or military dictatorship;

- Lack of clarity (coupled with the failure to promote a discourse) on the meaning and essence of neutrality;

- The persistence of the contradiction between constitutional provisions for professionalism and the practice of appointing and/or excluding officials in senior grades on partisan, ethnic/tribal, and gender grounds;

- Lack of clear guidelines on the number and levels of posts to fall within the political patronage net (i.e., "posts of confidence").

- Failure of civil service commissions to stand firm on and vigorously defend the neutrality of the career civil service.

To the preceding factors may be added the career officials' lack of resolve on the issue of professionalism, and in particular, the officials' tendency to apply arbitrary and capricious decision making methods—precisely the weakness that they accuse the politicians of succumbing to. We shall return to this later. In the meantime, it is worthy of note that one reason the career official sometimes behaves unprofessionally is his/her quest for power. Like politicians, higher civil servants crave power because, to quote Minister Pereira (2000:14), they

> Want to be obeyed….They want to see implemented the decisions they or the politicians above them make in the name of the state."

If a public service charter grounded solely in professionalism is as inadequate as that centered on leadership, an option would seem to lie in the extension of the charter's scope to address "customer" priorities. This is in fact the focus of "Customer Charters or Service Pledges"— a concept that is sometimes, but erroneously, equated with the "Citizen Charter." Unlike the latter that is broader in scope, the former simply addresses issues of concern to the "consumers" of the products and services produced by the assortment of public service agencies. The consumer may be a citizen applying for a passport or wishing to pay water rates, or a non-citizen seeking resident permits, business licenses, or the security of life and limb enjoyed by inhabitants of a particular territory.

The "products" consumed thus go beyond the physical, objectively quantifiable magnitudes (such as tonnage of goods ferried within specific "turn-around" times, per capita agricultural production in a year, units of electricity generated within a period, treatment and recovery rates in medical establishments, arrest and re-offending rates in the penal system). Equally relevant are the "services" provided to the "customers" or the various regulatory, licensing, inspection, billing and revenue collection agencies.

A charter oriented towards the "customer" would of necessity have to acknowledge the diversity in the "products" supplied and/or demanded, and in "consumer preferences." Still, it can be safely assumed that regardless of the product supplied by a public agency, the average "consumer" would assess its overall worth against the following broad standards:

- Clarity in the definition of eligibility;

- Access to the product or service;

- Timeliness/promptness of delivery;

- Simplicity of service delivery procedure (and accommodation of "one-stop" arrangements);

- Convenience of hosting facilities and of service delivery perimeters;

- Courtesy and politeness of service delivery agents;

- Accountability for actions or omissions;

- Provision for fault-reporting and rectification;

- Adequacy, reliability and clarity of information;

- Offer of choice (say, between phone cards and operator-assisted calls, or between instant, pay-as-you-consume, metering and delayed payment of bills);

- Assurance of security, dependability and confidentiality (e.g., of cheques, money orders, regular mail);

- Cost-effectiveness/economy of operation / value for money; and

- Transparency of actions.

As noted elsewhere (Balogun, 2001), the African public service does not yet fully operate in accordance with the central assumptions of the public choice theory. Despite the recent efforts at the liberalization of economic and political institutions, the market for public goods remains essentially the supplier's, and service delivery agents are still to accept "customer satisfaction" as a key "business" or operational objective. A few countries (e.g., Uganda, Ghana, Namibia, and South Africa) have, however, identified the fostering of customer-service orientation as a core element in governance and public service management reform (Kyarimpa, 1996; Dodoo, 1996; Cupio, 1996; and Ramaite, 2000).

While the customer focus represents an important element in the elaboration of public service charters, it is important to go beyond its narrow confine and address issues of concern to civil society in general. This is the objective of the "Citizen Charter". As conceived by the former British Prime Minister, John Major, the Charter's underlying premise is citizen empowerment. In other words, it is assumed that citizens are entitled as a matter of right to expect high quality services—services that respond to their needs/demand, and are provided on a timely basis and at reasonable cost.

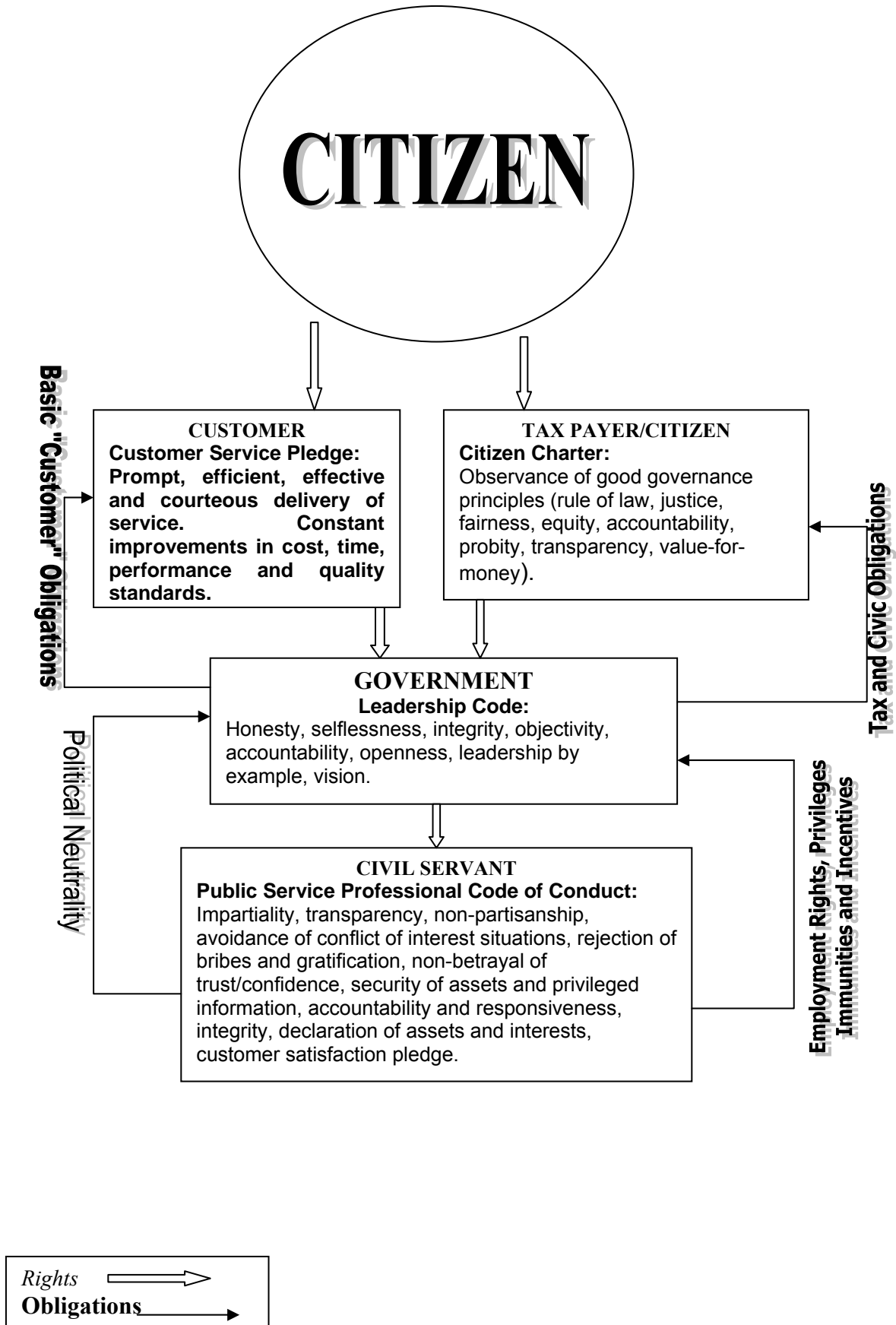If this is all there is to a Citizen Charter, it would be no different from the Customer Charter that is founded on the public choice theory. However, and from the African public service point of view, the concept has a wider meaning. It presupposes that the citizens in general, and the tax-payers, in particular, share a concern not only for optimum and "customer-oriented" allocation of tax resources, but also for the realization of certain governance ideals and ethical standards. Among the values that keep resurfacing in the discourse on the morality of government and of its agencies are those of democratic participation, the integrity of institutions and the decisions emanating therefrom, accountability to elected representatives and to watch-dog bodies, responsiveness to popular concerns and demands, transparency of official action, professionalism, and observance of the rule of law.

Broad as it would first appear to be, the Citizen Charter is —particularly, when taken alone and by itself— a narrow perspective in the elaboration of public service charters. There is therefore a need for an approach which links its governance reform thrusts with other elements in public service management. This is the aim of the holistic approach discussed in the subsequent paragraphs.

Charters with a universal reach

In contrast to the partial approaches outlined in the preceding paragraphs is that which sees in the elaboration of public service charters an opportunity to harmonize the perspectives and concerns of the principal stakeholders. The holistic approach presents the public service charter as an aggregation of the interests of civil society, the "customer", the government, and the officials. This poses difficult challenges, notably, that of reciprocity of relationships. In responding to this challenge, Fig. D, at least, for analytical purposes, presents the "rights" of one stakeholder as an "obligation" on another, and thus provides an interactive, and dynamic framework for tracking inter-group relationships.

Fig. D: Public Service Charter: a Holistic Framework

CITIZEN

CUSTOMER
Customer Service Pledge: **Prompt, efficient, effective and courteous delivery of service. Constant improvements in cost, time, performance and quality standards.**

TAX PAYER/CITIZEN
Citizen Charter: Observance of good governance principles (rule of law, justice, fairness, equity, accountability, probity, transparency, value-for-money).

GOVERNMENT
Leadership Code: Honesty, selflessness, integrity, objectivity, accountability, openness, leadership by example, vision.

CIVIL SERVANT
Public Service Professional Code of Conduct: Impartiality, transparency, non-partisanship, avoidance of conflict of interest situations, rejection of bribes and gratification, non-betrayal of trust/confidence, security of assets and privileged information, accountability and responsiveness, integrity, declaration of assets and interests, customer satisfaction pledge.

Basic "Customer" Obligations

Tax and Civic Obligations

Political Neutrality

Employment Rights, Privileges Immunities and Incentives

Rights ⟹
Obligations →

II. The African Public Service Charter: Scope, Applicability and Basic Thrusts

As noted earlier, the underlying aim of a public service charter is to reconcile the perspectives of the citizen, with those of the "customer", the government, and the public employees. It is, however, not unusual for public service charters or equivalent codes to be restricted in scope. The *Public Sector Management and Employment Act* enacted by the Government of Victoria Province in Australia in 1998 doubles as a "public service charter"(Salway, 2000:1-2). Yet, it focuses mainly on the employers and the employees, and remains silent on the *obligations* of two other parties to the compact—the consumers of public service outputs, and the general public. According to Salway (2000:2), the Act places "clear obligations on all public sector employers and employees." It was enacted with the specific purpose of regulating the conduct of the executives and the staff of 240 different provincial government organizations. Its underlying principles are:

- Service to the community;

- Responsible and accountable management;

- Management competence and efficiency (professionalism);

- Compliance with high ethical standards.

It is possible that the Victoria Province's Act regarded the incorporation of separate provisions on the obligations of the customers and the citizens as superfluous. At Australia's current stage of economic and technological development, the average "citizen-customer" would be fully aware of his/her rights and obligations. In contrast to this, the conditions prevailing in various African countries dictate that conscious and deliberate measures be undertaken to involve civil society in the formulation, dissemination, and enforcement of public service charters.

It is this factor—the relatively under-developed state of civil society—that informs the preparation of the Charter for the African Public Service. To a certain extent, the Charter acknowledges the need for a compact binding

the four parties mentioned earlier. It seeks, among other things to:

- Set out the general principles, values, and rules governing the African public services with respect to transparency, professionalism and ethical standards;

- Underscore the African States' commitment to measures aimed at reinforcing and promoting the basic public service values (e.g., Integrity, professionalism, accountability, transparency, responsiveness); and

- Provide a framework and inspiration for the elaboration, strengthening, and/or up-dating of national codes of conduct.

The Charter provisions are meant to apply to the public service and to public service employees. While the Charter could be more specific on the "rights" and "obligations" of the four parties mentioned earlier (the citizen, the customer, the government, and the employees), it still deserves to be commended for the holistic approach it has adopted in its coverage of issues. It is organized under three broad Titles (or Chapters). Title I incorporates the general provisions, Title II outlines a code of conduct, while Title III deals with the Final Provisions and proposes the establishment of a follow-up mechanism.

General provisions

Under the General Provisions (Title I), the draft discusses its purpose and scope, in Part I, and proceeds, in Part II, to elaborate a set of principles that ought to underpin public service operations.

The fundamental principles discussed under this heading are those of equality of treatment, neutrality, legality and continuity.

As it currently stands, Title I (General Provisions) focuses on the career public service. However, the service does not constitute an island unto itself. Its conduct is shaped partly by its rules and procedures, and partly by the political environment within which it operates. In light of this observation, a charter seeking to

regulate the career public servants' conduct needs to accommodate the possibility of that conduct being influenced by the political functionaries' perception of their role. Even if for this reason alone, it is advisable to include political office holders under the provisions of the Charter. This requires expanding the Charter's objectives and substantive provisions to cover this important category of public officials. The possibility of the Charter fulfilling a broad (civic education) purpose also needs to be considered.

In addition, the general principles set out in Part II of the first Title need to be revisited in the future with a view to incorporating those principles considered so *essential and recurring* to form key aspects of the contemporary governance reform agenda. Examples are the fundamental principles of citizen sovereignty, integrity, professionalism, respect for diversity, openness or transparency, and the rule of law. Although "neutrality" (which is one of the principles mentioned in the original draft) is sometimes equated with "professionalism", the two concepts are not necessarily synonymous. A "neutral" civil service may or may not be professional in its outlook and performance. The same applies to "equality of treatment". While the Charter regards it as an important principle, it is in fact narrower than the one that the authors probably had in mind, i.e., "observance of the rule of law." Where the latter prevails, parties to a dispute would not only accept the law as the final arbiter, but would almost invariably see to it that no party has an unfair advantage over another.

Still under Title I, the Charter (in Part III) focuses on "Rules Governing Relations Between the Public Service and the Users." By the term "users" is meant the clients and "customers" of the various ministries, departments and statutory agencies. The issues treated under this heading include:

- Proximity and accessibility of (or access to) service;

- Civil society participation, consultation, and mediation;

- Quality, effectiveness, and efficiency of service;

- Impact evaluation;

- Transparency and information;

- Speed and responsiveness; and

- Reliability and confidentiality of information concerning citizens.

The current provisions on "customer relations" would appear adequate. However, the Charter needs to establish clear and unequivocal links between this important subject and the other components—such as the code of conduct, and matters pertaining to the establishment of an ethics and integrity infrastructure. A casual reader will be hard put to see the connection between the Charter's "customer satisfaction" thrusts and the measures advocated to enhance professional and ethical standards in the public service. It is also not clear whether, on the basis of the existing provisions, public service agencies would feel obliged to come up with "Customer Service Pledges" and embark on the necessary Total Quality Management initiatives.

That the "customer" thrusts are directly linked to the ethical focus is beyond doubt. It takes a combination of bottlenecks in service delivery arrangements (e.g., fuzzy definitions of eligibility, restricted access, chaotic and long-winding service procedure, lack of transparency and saucy attitudes) to promote racketeering and rent-seeking behaviour in service delivery agencies. Until the bottlenecks are removed, efforts at enhancing the ethical standing and improving the public esteem of public officials will not succeed.

Fortunately, a number of African countries (among them, Botswana, Ghana, Namibia, South Africa, Swaziland, and Uganda) have identified improved customer service orientation as a core element of their civil service reform programmes.

The next issue dealt with in the Charter is that pertaining to the mutual rights and obligations of government (as the employer), and public officials (as the employees). The Charter proceeds from the premise that the relations between the public service and its employees

should be based on "professional merit and respect for human rights". Accordingly, Part IV (the last part of Title/Chapter I) underscores merit and equal opportunity considerations in matters pertaining to staff recruitment and promotion, mobility and deployment, training and development, motivation, remuneration, physical safety, working conditions, and security of tenure.

A subject that needs to be considered under the heading of employer-employee relations is that of immunity. In the circumstances requiring civil servants to take, or carry out, *discretionary* decisions, there is need for a framework enabling third parties (courts of law, tribunals, or public defenders' offices) to pronounce on the *legality* and *fairness* of the decisions, as well as the *purity* of the decision-makers' motives. The intention here is to find out which category of decisions public officers could take without being held *personally* liable for the consequences—as against those taken "in the public interest". Examples are decisions—some highly controversial and hotly contested—taken under military rule or in a period of national emergency.

Distinguishing between public-oriented, and self-serving decisions is no doubt a tricky issue, but a public service charter drawing on the experiences of, and practices in, many different countries, provides a rare opportunity to resolve the intricate moral questions. A police constable that is ordered to open fire on peaceful protesters is certainly not in an enviable position: s/he is damned if s/he does, and damned if s/he does not. A public service charter ought to provide guidance on how to proceed in resolving such professional-cum-moral dilemmas.

Code of Conduct

Title (Chapter) II of the Charter is devoted exclusively to an elaboration of a Code of Conduct for Public Service Employees. Part 1 provides that the Code shall be based on two fundamental values—professionalism and ethics. Part II goes straight to the rules that should govern the conduct of public service employees and be integrated in a comprehensive "anti-corruption system". These rules would need to be re-examined with a view to being

streamlined and possibly broadened to take into account some of the on-going initiatives discussed in subsequent paragraphs. As indicated in the draft, the rules to be incorporated in a Code of Conduct are those relating to:

- Integrity and lack of self-interest;

- Conflict of interest (avoidance of);

- Declaration of assets or illicit enrichment;

- Political neutrality and duty of confidentiality.

Part III of Title II itemizes the measures that would need to be adopted to implement the Charter. These include the design of sensitization and training programmes, and the establishment of national monitoring bodies.

The final chapter (Title III) contains the final provisions, and as noted earlier, raises the issue of the establishment of a follow-up mechanism.

The Charter and parallel initiatives

There is no doubt as to the scope and comprehensiveness of the Charter. It has, with varying degrees of emphasis, dealt with issues of concern to the four principal stakeholders. Nonetheless, in undertaking subsequent reviews, it might be advisable to align its key provisions with the efforts that have been, and are being, made at the national level to achieve more or less similar objectives. The efforts being made in various African countries to reconfigure public sector organizations into "customer-friendly", service-delivery agents have earlier been reported. To these should be added the measures taken to regulate the conduct of public officers and check the bane of petty and grand corruption. Common to the anti-corruption laws enacted in these countries are codes of acceptable conduct (honesty, impartiality, non-partisanship, loyalty and commitment, self-restraint and comportment, declaration of assets/interests) as well as penalties for "misconduct" (formal warning, reprimand, suspension, demotion, reduction in rank, dismissal, and where criminal proceedings end in conviction, jail sentences with/without options of fine).

The Namibia *Public Service Bill* referred to earlier aspires towards increasingly high levels of integrity, professionalism, and efficiency. Besides outlawing divided loyalty and conflict of interest, it spells out grounds for bringing cases of misconduct against a public servant. Among offences falling under the heading of "misconduct" are performance of, or causing to be performed, acts prejudicial to discipline and good administration, disobedience of lawful instructions, engagement in private business affairs without due authorization, public criticism of government or any of its agencies, use of official position to further personal interest or to advance the cause of a political party, misuse of public property, divulgence of official secrets for personal gain, consumption of alcoholic beverages while on duty, acceptance of bribes and gratification, commitment of a criminal offence, absence from duty without leave and without a valid reason, and false declarations. Even, the public official's attitude is not the official's "personal" affair. As provided for under Part II of the Act, a staff member is guilty of misconduct if s/he:

> Conducts himself or herself in a disgraceful, improper or unbecoming manner causing embarrassment to the Government or to the Public Service or, while on duty, is *grossly discourteous to any person*" (italics mine, MJB).

A Bill with more or less similar objectives that was submitted to the Kenyan parliament in June 2000 generated a lot of controversy. Like its Namibian counterpart, the *Public Service (Code of Conduct and Ethics) Bill 2000* seeks to put public employees on the path of rectitude. Unlike the former, however, it extends its reach beyond the career civil service and attempts to bring practically every public officer within its ambit. As defined by the Bill, the term "public officer" is a "a person (any person) holding a public office." This includes those serving in the executive, the legislative, and the judicial arms of government.

Apart from the fact that the legislature is not represented on the Public Service (Code of Conduct and Ethics) Committee that was vested with investigative powers, the strategic role

assigned by the Bill to the Secretary to the Cabinet and Head of the Public Service (as a member of the Committee and representative of the executive branch) must have informed the Kenyan parliament's decision to return the Bill for substantial revision. The Bill further raises constitutional issues similar to those prompting the judiciary to declare the establishment of the Kenyan Anti-Corruption Authority (KACA) unconstitutional. These are lessons that must not be lost on the authors of the African Charter for Public Service.

Nigeria's anti-corruption programme is even more comprehensive in its coverage than the Kenyan one. As provided for by Article 3 (1)—(3) and Article 6 (a)—(f) of *The Corrupt Practices and Other Related Offences Act 2000*, an Independent Corrupt Practices and Other Related Offences Commission was to be established with the following functions:

- To receive and investigate any report of the conspiracy to commit, attempt to commit or the commission of any offence under the Act (corruption and related offences) and, in appropriate cases, to prosecute the offenders;

- To examine the practices, systems and procedures of public bodies and where, in the Commission's opinion, such practices, systems or procedures aid or facilitate fraud or corruption, to direct and supervise their review and modification;

- To instruct, advise and assist any officer, agency or parastatal on ways by which fraud or corruption may be eliminated or minimized by such officer, agency or parastatal;

- To advise heads of public bodies of any changes in practices, systems or procedures compatible with the effective discharge of the duties of the public bodies as the Commission deems necessary to reduce the likelihood or incidence of bribery, corruption or related offences;

- To educate the public on and against bribery, corruption and related offences; and

- To enlist and foster public support for measures aimed at combating corruption.

The Act lists many offences that are deemed punishable. These include:

- Acceptance of gratification (whether in cash or in kind, and whether directly or through agents);

- Fraudulent acquisition of property;

- Deliberate frustration of corruption investigation efforts (through the destruction, alteration, mutilation, falsification of records);

- False declarations or issuance of statements intended to mislead;

- Use of public office or position for personal gratification (this is a variant of the offence of sexual harassment which Article 19 of the Kenyan Code of Conduct and Ethics Bill forbids along with any form of sexual discrimination); and

- Offer, demand or acceptance of bribes (directly or through agents).

The Act places the obligation to explain excessive or "ill-gotten" gain on the person so accused. According to Article 44, sub-section (2),

> Where the Chairman of the Commission has reasonable grounds to believe that any Public Officer who has been served with the (appropriate) written notice…owns, possesses, controls or holds interest in, any property which is excessive, having regard to his present and past emoluments and all other relevant circumstances, the Chairman may by written direction require him to furnish a statement on oath or affirmation explaining how he was able to own, possess, control or hold such excess and if he fails to explain satisfactorily such excess, he shall be presumed to have used his office to corruptly enrich or gratify himself and be charged accordingly.

One distinguishing feature of the Nigerian Act is its gradual escalation of the "costs" of ethical violations. Whereas the Namibian and the Kenyan laws move from "gentle persuasion", through occasional slaps on the wrist, to outright dismissal, the *Corrupt and Other Related Offences Act* does not stop at threatening jobs. It also dangles the prospects of long prison sentences in the face of crooked public officers and their civil society collaborators.

In any case, Nigeria is not alone in the determination to bring corruption under control. Besides Namibia and Kenya, other countries (such as Benin, Botswana, South Africa, and Uganda) have acknowledged the need to confront the threats posed by corruption to national development and to the prestige of public officials. They have accordingly sponsored a variety of anti-corruption initiatives.

In South Africa's case, a number of agencies have been assigned the task of investigating and prosecuting individuals accused of corruption. These include the National Directorate of Serious Economic Offences, the Public Defender, the Directorate of Public Prosecutions, the Auditor-General, and the Special Investigating Unit. The last (the Special Investigating Unit) has received a lot of media attention in the recent weeks due to its exclusion from an ongoing investigation into allegations of improper handling of an arms procurement deal, i.e., the Strategic Defence Procurement Package. According to the Government, the Unit could not participate in the investigation because the Constitutional Court had, in an earlier ruling (and as in the Kenyan case), declared the establishment of the Unit (headed by a judge) unconstitutional. It was also alleged that the integrity of the Unit had been compromised by the head of the Unit's (i.e., Mr. Justice Willem Heath's) open association with political parties opposed to the Government. The lessons learnt from the implementation or failure of the various initiatives should therefore prove useful to the elaboration of the final text of the African public service charter.

In the meantime, and bearing in mind the broad thrusts of the Charter, the next section anticipates the major implementation constraints and discusses ways of dealing with them.

III. Implementation Modalities and Constraints

In light of the findings reported in the previous section, the first major challenge in the implementation of the African public service charter is how to integrate its general and substantive provisions with parallel measures. Other issues that need to be addressed are those concerning the type of assistance that could be provided regionally to facilitate the establishment and/or strengthening of national implementation mechanisms, and the scope and content of training and sensitization programmes designed to acquaint stakeholders with their obligations under the charter.

Linking up with existing national initiatives

It must be obvious by now that matters falling within the purview of the draft charter have at one time or the other engaged the attention of African states. Besides the experiences reported in the preceding paragraphs, it is not impossible that changes of similar import have taken place, or are contemplated, in other countries. In effect, therefore, the drafting and implementation of a public service charter, code, or law, no matter howsoever designated, is a matter of high priority in practically every African country.

That every country is engaged in the process of designing or enforcing variants of the public service charter does not make the current (UNDESA-CAFRAD) initiative superfluous. In fact, the interest in the subject underscores the usefulness of the exercise—an exercise that has received the backing of African ministers responsible for civil service matters.

Consequently, the final text produced under the current initiative should serve both as a guide and an inspiration to countries that are at the earliest stage of the exercise. This requires that the Charter be based on the inter-state experiences, and checked against best practices before it is finally released. To the extent that it responds to dominant and nagging concerns, to that would the text have the capacity to influence the implementation of national charters.

As regards countries that have made notable advances in the preparation of public service rules/codes/charters (or comparable statutory enactment), the text adopted at the regional level should serve as a "quality control" instrument— a model informing judgements on what to include in, or leave out of, national texts. This is not to argue in favour of blind conformity. For the avoidance of doubt, national public service charters should reflect unique, within-country needs and concerns. However, a charter with a regional and inter-regional focus has the added advantage of being able to address cross-national issues, and for this reason, reinforce national efforts.

Four-point implementation plan

In preparation for the implementation of the final text at the national level, it is advisable that agreement be reached in principle on the establishment of National Steering Committees on the Implementation of the African Public Service Charter. This Committee should comprise representatives of the four principal stakeholders, civil society (for the citizen charter aspect), the private sector (the "customer" focus), one representative of government nominated from one of the three arms (leadership code concerns), and the career public service (the professional angle). Meeting at least once a quarter under rotating chairmanship, the Steering Committee will, among other things, deliberate on strategies for eliminating constraints to the implementation of the Charter at the national level, proffer solutions to institutional and human capacity constraints, and generally ensure proper coordination of the measures adopted in pursuance of Charter objectives. Representatives of professional associations, trade unions, and non-governmental organizations should be invited from time to time to make inputs into the deliberations of the Committee.

While the broad "governance" issues will be handled by the Steering Committee, matters specific to the implementation of each of the four aspects of the Charter should be referred to the Focal Points referred to later. The actual

implementation of the charter at the national level will, in any case begin with the UNDESA-CAFRAD framework, that is, the four pillars on which rested the original draft. The citizen charter, the customer pledge, the leadership code, and the public service professional ethos will individually and collectively provide a checklist that would be used in designing and monitoring a programme of support to the national implementation bodies.

As soon as a consensus has been reached on the contents on the charter, national focal points need to be identified to follow up the implementation of the four components. The "citizen charter" component is essentially a good governance agenda, and its implementation belongs within the province of institutions handling civil society and citizen participation issues. It is upon these institutions that will devolve the responsibility for propagating the ideals incorporated in the charter, and intimating civil society actors about their obligations in ensuring the attainment of the underlying objectives. It goes without saying that the representative of the institutions will be a member of the Steering Committee referred to earlier.

As regards the component of the charter dealing with the "customer", the appropriate national focal point is an umbrella private sector institution, say, the national chamber of commerce, the manufacturers' association, or the private employers' federation. It helps if special interests within these bodies (e.g., a consumer protection association, or a trade union) are designated as "alternates" on the Steering Committee.

The scope for UNDESA-CAFRAD-ECA intervention in the customer service area is at any rate very wide. The achievements recorded in a few countries notwithstanding, the "customer focus" is still relatively alien to service delivery agents in public institutions. It must also be recalled that one of the functions that the *Corrupt Practices and Other Related Offences Act* assigned to the anti-corruption commission in Nigeria is the review of systems and procedures, particularly, where this would help plug corruption loopholes. It should

therefore be possible for UNDESA, CAFRAD, in collaboration with the ECA, to field demand-driven, technical advisory missions to countries with a view to proposing measures aimed at re-orienting public service agencies towards "customer satisfaction". The measures contemplated under this arrangement include, but are by no means limited to, the following:

- (Based on analyses of the "demand" for, and the supply of, each agency's services/products), preparation of draft "Customer Service Pledges" and establishment of customer-determined service standards;

- Review and redesign of service delivery systems and procedures;

- Training of service delivery agents in content of Customer Service Pledges, and in the application of supporting techniques and attitudes;

- Institutional capacity-building for performance and productivity management (with particular reference to the preparation of clear job descriptions, review of performance evaluation mechanisms, productivity measurement and reporting, strengthening of merit-based, non-discriminatory recruitment practices, introduction of performance-related pay and incentives schemes).

Implementing the Leadership Codes as an integral part of the charter requires that the codes be checked for clarity of intentions, adequacy of provisions on target groups' rights and obligations, internal consistency of key provisions, and linkages between rule-making and enforcement.

The focal point for the implementation of the national Leadership Code is the agency designated under the law as the primary anti-corruption organ. The appellation varies from place to place: it is the Independent Corrupt Practices and Other Related Offences Commission in Nigeria, the Public Defender's Office in South Africa, the Ombudsman in Namibia, and the Inspector-General of Government in Uganda. Regardless of the name by which it is referred to, it is this central anti-

corruption Focal Point that needs to ensure that the key provisions of the code of ethics/conduct are clear, that internal conflict of law is avoided, that the target groups' rights and obligations are clearly spelt out, and that the penal provisions are strictly enforced. The last point is crucial. As noted in an UNDESA study (Report of Project on Public Service Ethics in Africa, 2001, Chapter 7), nothing defeats the purpose of an ethical code faster than lack of enforcement:

> Without enforcement, the guiding elements such as statement of values, political campaigns for clean government, and training sessions for public servants become meaningless.

The task of furthering the Charter's objective of professionalism belongs to that agency of government responsible for the coordination of public/civil service management reform—the office of secretary to the cabinet and head of service in some countries, and the directorate of personnel or civil service management in others. This office will, as the Focal Point for professionalism, share with professional associations (such as the bar, the medical, the accounting and audit, and the public administration and management associations) the responsibility for developing professional ethos within the public service, defending members of the public service "profession" against undue political harassment, and generally maintaining the prestige and reputation of public officials. The Focal Point for professionalism will also serve as the *Secretariat* of the National Steering Committee, and in this capacity, convene meetings, take minutes, keep records, and provide a broad range of information sharing and networking services.

In pursuance of the objectives of improving the status and image of public officials, the various professional bodies may, under the auspices of the African public service Charter, begin a process of transforming the public service into a duly accredited "profession." If this is acceptable, current and prospective public servants will be required to undertake to uphold the principles and values enshrined in the Charter, and to lose their membership of the "profession" if found guilty of willful violations of their oath. This

means, at the very least, that, in addition to logging in personal details with the public personnel units, public officials will now be required to:

- Register formally with an umbrella professional association of public officials;

- Go through a disciplinary and (and possible "debarment") process if accused of contravening substantive sections of the Charter).

Any punitive action taken by the association after proper investigation will, neither mitigate, nor in any way affect, the penalties deemed appropriate under normal public service disciplinary proceedings.

It is legitimate to ask how the envisaged professional association would be different from a trade union. To start with, the membership of the professional association will cut across trades and professions, and will be open to all former and existing career public officials with clean records, as well as those intending to nurture public service careers sometime in the future. Secondly, unlike a trade union, the professional association shall neither enter into negotiations on staff conditions of service nor call its members out on strike—more so, as members include non-officials.

However, besides promoting the image of public officials and confronting threats to the integrity and professionalism of the public service, the association will, as it matures, begin to play a crucial role in the accreditation of public service education and training programmes, and in the evaluation of the costs and benefits of miscellaneous capacity-building programmes. It should also become increasingly active in the design and implementation of staff exchange programmes, as well as programmes targeted to the sharing of best practices at *both* the political and the career public service levels.

Human capacity-building

In addition to the institutional capacity issues raised in the preceding paragraphs, the implementation of the Charter has wide-ranging human capacity-building implications. Acquainting all the stakeholders with their

responsibilities under the Charter entail exposing them to new ideas and best practices—in governance, customer service orientation and total quality management, interpretation and application of legal texts, and revitalization and professional ethos and practices. Taking the ethical aspect of the Charter, as an example, training programmes need to be designed and conducted aimed at:

- Providing a forum at which individuals and groups could undertake frank assessments of their personalities, and come to realistic conclusions on the scope and possibilities for character re-formation;

- Assisting participants in exploring and understanding more fully the nature of their personal values as they relate to their public responsibilities;

- Providing an opportunity for exchange of ideas and the sharing of experiences on matters pertaining to public service integrity, accountability, responsiveness, trans-parency, and "customer service orientation";

- Focusing the attention of participants on the impact of traditional value systems (particularly, traditional notions of "gifts") on contemporary administrative practices;

- Identifying the agencies and occupational categories that tend to be easily exposed to corrupt tendencies and suggesting measures to enable them to deal with their unique situations and redeem their public image;

- Bringing to the attention of participants successful cases of ethical regeneration and institutional reform;

- Highlighting, with the assistance of philosophical, religious, and empirical works, acceptable standards of conduct by public officials in matters pertaining to arbitration between or among conflicting

values, allocation of resources, delivery of services, interpretation of rules, issuance of licenses, etc.

While the content of the training programmes would have to be determined by the National Steering Committees (based on the inputs received from the Focal Points), there is still a wide scope for regional capacity-building initiatives. Best practices are best shared when there are practices that are comparable. It is only at the international and regional levels that comparative review of efforts promises high dividends.

It should further be emphasized that the type of training envisaged under the Charter's four-point plan cannot rely solely on the traditional training techniques. Besides the application of the formal "lecture" method, simulation, and the use of case studies, the trainers will need to employ novel, nay, revolutionary, methods of reaching their audience—the programme participants. One training technique that was used to maximum advantage by the former Institute of Admini-stration at Zaria is that termed the "man o' war". This often took the participants of the then Administrative Service Training Course to the Cameroon mountains where the survival skills of each participant was tested along with other personality attributes like leadership, vision, endurance, calmness under pressure, team spirit, and sense of responsibility.

For the human capacity-building programmes to have the intended impact, the training institu-tions (which are currently in a sorry state) need to be revitalized. Specifically, they need massive infusion of financial and material resources. Above all, the instructors at these institutions need to be highly motivated, and exposed to new training techniques.

IV. Monitoring and Follow-up Mechanisms

The four-point plan discussed in the preceding section provides a framework for monitoring and following up the progress attained and the problems encountered in implementing the

Charter. If the National Steering Committees and the constituent Focal Points diligently pursue the objectives assigned to them, they should be able to submit periodic reports on

accomplishments under the four broad headings. In particular, the framework should enable us to know how far each country has gone at a point in time in articulating and executing its Citizen Charter, drafting Customer Service Pledges and reconstituting public agencies into "customer-friendly", service delivery agents, elaborating and enforcing codes of conduct and ethics, and reshaping the public service from patronage and favour-dispensing outfits to performance- and productivity-focused, accountable units.

The institutional and human capacity-building measures undertaken to facilitate the implementation of the substantive aspects of the Charter should also form part of the reports compiled by the National Steering Committees for transmission to a regional data bank.

The monitoring of developments is likely to be assisted by at least two factors—i.e., recent advances in information technology, and UNDESA's track record in the application of the technology to forge networks and bridge knowledge gaps in the field of public administration and finance. The first factor facilitates the storage and interactive trans-mission and exchange of vast quantities of data. This indeed is the philosophy underpinning the UNPAN project launched under the auspices of UNDESA-DPEPA. Following the UNPAN model and closely linked to it, it should be possible to develop an interactive process of information exchange around the four themes covered by the African Public Service Charter, i.e.,

- *The Citizen Charter* (government-civil society-public service nexus; popular participation, governance values and ethos and implications for public service reform; civic awareness and responsibility campaigns; civic education and training programmes undertaken, with results; capacity-building efforts in support of Citizen Charter objectives);

- *Customer Pledge(s)* (Customer service initiatives contemplated or adopted, with constraints; number and type of agencies drafting Customer Service Pledges with results; Total Quality Management improvements planned or effected, with

results; capacity-building efforts undertaken in support of Customer Service Initiatives);

- *The Leadership Code* (anti-corruption legislation, leadership code of conduct and ethics, and related matters; institutional and human capacity-building programmes planned and conducted with results/impact);

- *Public Service Professional Code of Ethics/Conduct* (Relevance and topicality of Public Service Rules, Financial Regulations, Procurement and Supply Procedure Manuals; Linkages between Omnibus Public Service Code and constituent Profession's Codes of Ethic/Conduct; Performance of Public Service against selected Indices of Professionalism—Merit-based recruitment; Non-partisanship, Performance Related Pay, Performance Evaluation, Anonymity, Clarity of Rules governing recruitment, promotion, placement, and separation; Human and Institutional Capacity-building Programmes undertaken in support of Professionalism).

Sub-regional networking arrangements

Sub-regional groupings (such as ECOWAS, COMESA, SADC, and IGAD), and training institutions (like the African Association for Public Administration and Management, and OFPA) have a major role to play in the implementation, follow-up and monitoring process. Besides assisting in the mobilization of resources for capacity-building, and conducting tailor-made training programmes, these sub-regional entities could serve as sub-regional information exchange centers—that is, centers linking countries within particular sub-regions to one another and to the regional and international network.

Regional monitoring secretariat and international links

To monitor the progress attained in the implementation of the Charter at the national and sub-regional levels, a Regional Implementation Secretariat should be established. CAFRAD would appear admirably suited for this role, although it has to draw on resources available in UNDESA and ECA. UNDESA, in particular, can assist by mobilizing

the needed technical and financial resources, and, through its UNPAN, linking the Africa region to the global public administration network. The ECA is also in a position to collaborate with CAFRAD and UNDESA on the design and implementation of capacity-building efforts.

V. Conclusion

The African public service charter is like an edifice than stands on four strong pillars—the citizen, the customer, the government of the day, and its employees. To monitor the pattern of interactions among these critical elements, it is recommended that a Steering Committee be established in each country comprising the four elements as Focal Points and "alternates", with the public service, as the custodian of pro-fessional ethos, serving as the Secretariat. Besides linking up with regional and global networks, the national Steering Committees should work closely with the sub-regional economic groupings and training institutions.

To promote an exchange of ideas and informa-tion among national Steering Committees and sub-regional entities, it is further recommended that CAFRAD, with the assistance of UNDESA and ECA, be designated the Regional Secretariat for the implementation and monitoring of Public Service Charter. To perform its role effectively, the Secretariat will develop an information network linking all the national Steering Committees and sub-regional centers to a global network. Besides providing on-line information exchange facilities around the core themes deemed crucial to the Charter (Citizen Charter, Customer Service Pledges, Leadership Codes, and Public Service Professional Codes), the Secretariat should also assist in bridging the knowledge gaps detected in the design, implementation, evaluation and review of the supporting capacity-building programmes that are concerned.

With the experience gained in the implemen-tation of UNPAN, UNDESA occupies a strategic position in the implementation and monitoring of the Charter. In this position, it should be able to solicit the much-needed technical and financial assistance, and provide a link between the implementation of the Charter and parallel efforts in other regions of the world.

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Public Service Ethics in Africa: Information for Policy Review and Training Programme Development

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Between 1999 and 2001, the Division for Public Economics and Public Administration of the United Nations Department of Economic and Social Affairs (UN/DESA), has conducted a comparative study on Public Service Ethics in Africa. This Support for Policy and Programme Development project has been funded by the Regional Bureau for Africa of the United Nations Development Programme (UNDP). The objective of this project is to assist governments in Africa to improve the management of ethics and conduct in their public service. For this purpose, comparative information on current legislation, policies, programmes and practices has been compiled into a database and two project reports, in order to highlight gaps and best practices that can serve as a basis to introduce new or improve existing ethics policies and programmes.

The study has involved ten countries: Cameroon, Gabon, Ghana, Kenya, Madagascar, Namibia, Nigeria, Senegal, South Africa, and Uganda. These countries were chosen to ensure broad representation of the cultural and linguistic diversity in Sub-Saharan Africa. The selection of countries was based on a consultation process between DESA, the UNDP country offices and the national governments. In close cooperation with the UNDP Country Offices and national governments, the project identified independent consultants to conduct expert interviews. These interviews were based on a detailed standardized questionnaire developed by DESA. The national consultants also collected supporting documents and wrote country reports aimed at capturing more contextual and impressionistic information on the subject.

Project methodology

The aim of the study is the mapping of national "ethics infrastructures" described in the table below, a concept which is loosely based on an OECD study and which has been specifically adapted to the African context. An "ethics infrastructure" is composed of mutually reinforcing functions and elements. The functions and elements (see table below) build up the necessary coherence and synergy to support an environment of high standards of behaviour.

Mapping Ethics Infrastructures

Functions	Elements	Survey Issues
Guidance (prevention)	• commitment from political leadership • statements of values and legal standards • training	• communication campaigns • code of conduct exercises • conflict of interest disclosures • post-employment restrictions • induction/ongoing training
Management (oversight)	• coordination by special body or central management agency • public sector work conditions • administrative policies and practices	• independent ethics or anti-corruption agencies or administrative units • pay levels, career structures, and other incentives • safeguards in contracting and procurement, etc.
Control (enforcement)	• legal enforcement framework • effective accountability mechanisms • public involvement	• laws enabling independent investigations and prosecutions (criminal codes, anti-corruption, civil service, and ethics) • reporting requirements and performance contracts and evaluations • private sector codes of conduct, civil society watchdogs, professional associations and trade unions

In order to ensure the validity and reliability of the data gathered, as well as the participation of regional and national stakeholders in the research process and in the discussion of the findings, the project was advised by a Project Steering Group. The following organizations were represented in the Steering Group:

- African Association of Public Administration and Management (AAPAM)

- African Institute for Democracy (IAD)

- African Association of Political Science

- Economic Commission for Africa (ECA)

- Global Coalition for Africa

- Organization for African Unity (OAU)

- Rabat Declaration Ministerial Steering Group

- Transparency International (TI)

The Project Steering Group was chaired by the representatives of the OAU and the Global Coalition for Africa. Through the involvement of the Ministerial Steering Group for the Rabat Declaration, the project has been closely linked with the development of the Charter for the Public Service in Africa.

Outputs and outcomes

The immediate outputs of this project are:

- A project report in two volumes: a regional overview and comparison of findings (Vol. 1) and ten individual reports written by the national consultants on the situation in the participating countries (Vol. 2);

- A database information system based on the survey;

- An Internet website (http://www.unpan.org/ ethics) giving an overview of the project and linking the project to other relevant information in this area.

The project website, from which all publications and the database can be downloaded, is part of the United Nations Electronic Network on Public Administration and Finance (UNPAN). This network has been developed and maintained by UNDESA in cooperation with regional public service training organizations like CAFRAD and OFPA.

Findings and recommendations

A central finding of the study is that in all participating countries, the issue of ethics and the management of conduct in the public service has recently been addressed in research and programme development. While it may be too early for an in-depth evaluation, the countries indicate that much has already been accomplished in the way these issues are now addressed and a forum for public discourse and programme development is provided. In the following section, some general findings and recommendations derived from the project data and discussions with the national consultants and the project steering group will be presented. The recommendations cover the areas of public service structure; guidance, management and control and enforcement of conduct in the public service; and the role of non-governmental actors.

Public service structure

In order to contextualize how the conduct of public servants is managed, the study tried to get a basic overview of the structure of the public service in each country. The project had to take into account that statistical and other government information is sometimes limited or inaccessible. For example, the study tried to identify the total number of public servants in each country in order to compare the size of the public sector. This was possible only in a limited number of countries since employment figures from sub-national levels of government are often not collected and compiled in a systematic manner. In all countries, however, it was possible to collect data on central government employment figures.

According to the data collected for this project, Nigeria and Ghana have the largest central administration personnel bodies (in both countries more than 320,000 employees), whereas Gabon and Uganda have the smallest central administrations in terms of personnel (about 12,000 employees respectively). In each case, the size of the central administration is determined by various factors like the country size and population density, the administrative
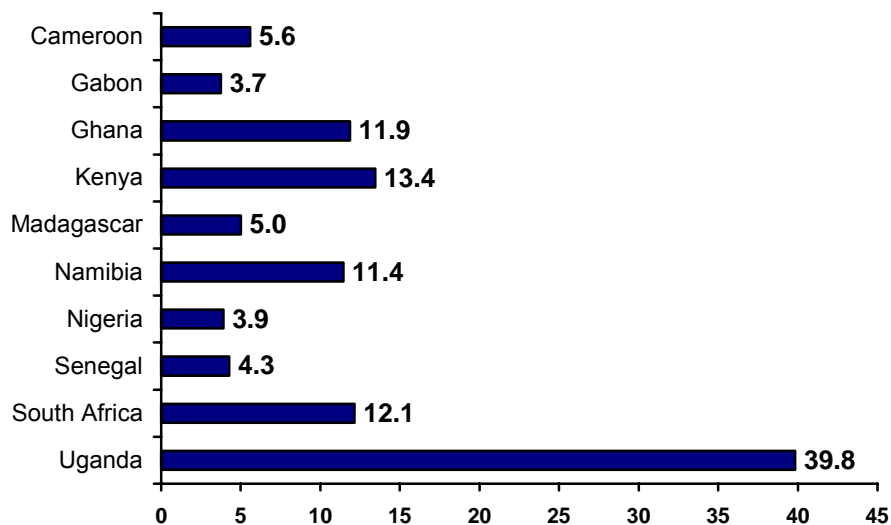
structure and the degree of decentralization and, of course, government employment policy. However, without complete information on employment and task allocation at all levels of government, it is impossible to make an assessment or a policy recommendation.

The study tried also to describe the salary structures for the public sector in the participating countries. Here, again, only figures for the central level of government could be obtained. With these data, it was possible to describe national salary compressions. The results of this analysis are shown in the graph below. It indicates that in almost all participating countries, the salary compression in the national public service is rather high, that is, the lowest and the highest nominal incomes are very close to each other. Out of the ten participating countries, in five countries the highest public service salary is only approximately four to six times higher than the lowest salary, in four countries the highest salary is 11 to 13 times higher than the lowest. However, this comparison is based on nominal salaries and does not count for in-kind provisions and further benefits like free housing, domestic personnel, or car and driver.

The question of salary compression is important insofar as a high compression is considered a disincentive for seeking a career and following ethical standards in the public service. Out of the ten countries, seven countries reported, furthermore, that salaries have been paid regularly. Only one country, South Africa, described public sector salaries as having kept up with inflation and in parity with private sector salaries.

Public Sector Salary Compression Rates

Country	Rate
Cameroon	5.6
Gabon	3.7
Ghana	11.9
Kenya	13.4
Madagascar	5.0
Namibia	11.4
Nigeria	3.9
Senegal	4.3
South Africa	12.1
Uganda	39.8

Based on the project findings and the discourse with the national consultants and the project steering group members, the project's two general recommendations in the field of public service structures are:

- To strengthen the capacity to collect basic public service statistics. Since information is the foundation for any policy-making or programming as well as for evaluating the capacity of public agencies, it is very important to ensure that it is collected and distributed in a timely fashion.

- Where appropriate, to improve public service salary structures: decompression, inflation adjustment, and private sector competitiveness. This is a difficult issue to resolve, especially when resources to deal with the situation are severely limited. However, since the situation in the study countries indicate that salary structures differ by the rank of a public servant and by the

sector in which he or she works, one immediate way forward could be to limit reforms to specific areas and personnel groups in the beginning while aiming at general and cross-cutting adjustments in the long term.

Guidance of conduct

Guidance, particularly the provision and implementation of values and standards, is considered the bedrock of public service professionalism and integrity. In providing a guidance framework for public servants, both aspirational and disciplinary means can be used.

While the latter will be addressed under *control of conduct* aspects of the public service, the identification of values and standards will be discussed here as an aspirational approach. The formulation and communication of values and standards is meant to encourage public servants to conform to the ideals of the public service and irreproachable behaviour. All ten countries reported having public service-wide statements of core values. Six countries explicitly identified their values. As can be seen from the table below, these values focus on similar areas across several countries.
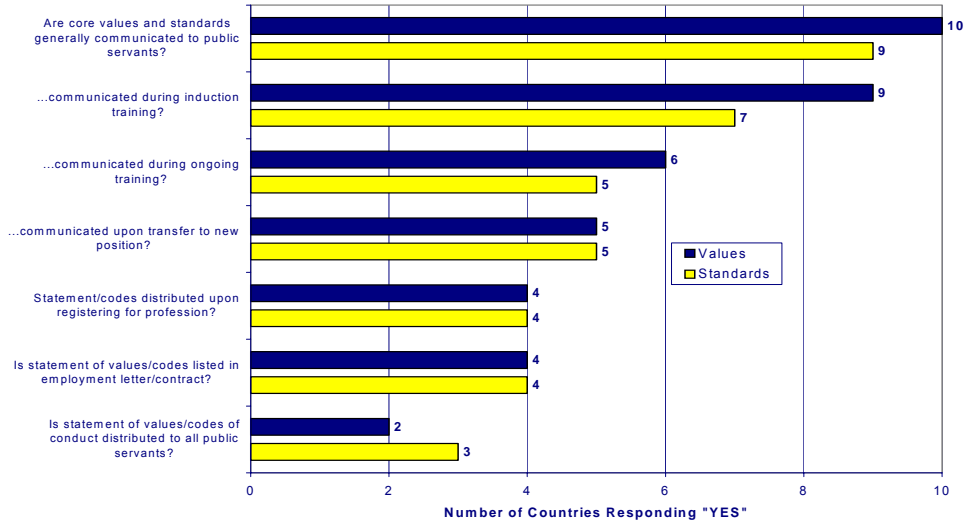
Stated Core Public Service Values

| Values	Countries
Disinterestedness (financial), impartiality, neutrality,	Cameroon, Kenya, Madagascar, Senegal, South Africa
Honesty, integrity, professional ethics	Cameroon, Ghana, Madagascar, Senegal, South Africa
Equality	Madagascar, Senegal, South Africa
Fairness, justice	Ghana, Kenya, South Africa
Selflessness, service to the public	Cameroon, Ghana, Kenya
Accountability	Ghana, South Africa
Dedication, diligence	Kenya, Senegal
Discretion	Cameroon, Senegal
Efficiency	Kenya, South Africa
Transparency	Ghana, South Africa

However, values and standards cannot have any effect unless they are effectively communicated and information about them is disseminated. All ten countries reported that core values are communicated to public servants at some point in their career. As the graph below shows, the most popular method of communicating values and standards seems to be during induction at the entry point for a public service career. Fewer countries offer continuous training and regular reminder activities for their public servants in this area, and only three countries indicate that the values and standards relevant to the work of their public servants are given to them individually and in printed form.

In most of the countries participating in the study, restrictions are in place regarding the conduct of the members of the public service. The acceptance of gifts, fees or payments, unauthorized use of official property, work outside the public sector, or use of official information and political engagement are usually covered by such restrictions. Surprisingly, however, some traditional areas of concern like the employment and/or supervision of family members or relatives (nepotism) are insufficiently addressed (see graph below).

Communicating Core Values and Standards

Restrictions Covered by Stated Public Service Codes of Conduct
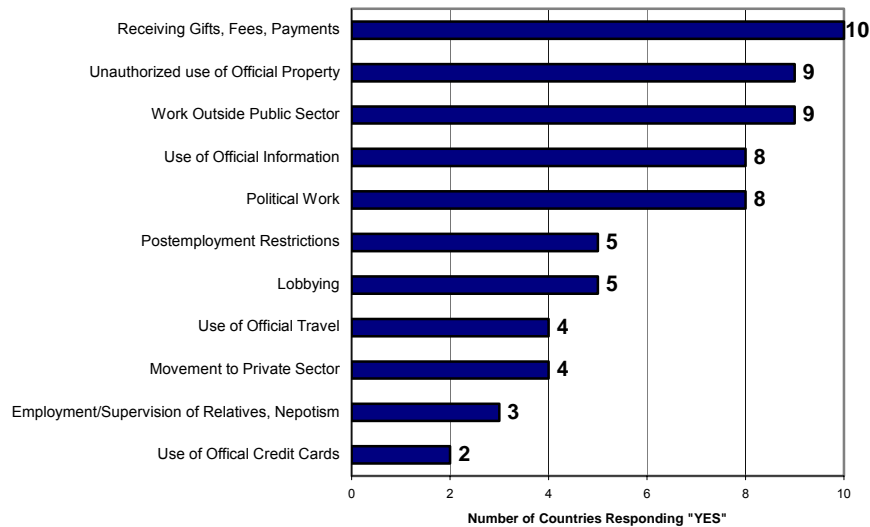
Regarding the guidance for the public service, the following general recommendations can be made:

- Continuous communication of values and standards, and continuous training in public service ethics. There is consensus among researchers and practitioners that any attempt to enhance ethical, responsible and responsive professional performance of public administrators needs to be backed up by continuous staff training and regular reminder activities on what a service-oriented, reliable and accountable public administration is about.

- Less than half of the ten countries have articulated regulations and standards

regarding the employment and/or supervision of family members or relatives. Nepotism, tribalism and patrimonialism have been identified as a major impediment to professionalism in many parts of the developing world and should be very important targets for reform in most of the participating countries.

- Conditions for the movement to the for-profit sector, and post-employment restrictions are also often not sufficiently covered. While it must be acknowledged that these are relatively new areas of concern in many African countries, given long traditions of separation between the public and the private sector, the increasing privatization of administrative services and government enterprises asks urgently for scrutiny and the introduction of regulation.

- There are further relatively new areas of concern such as lobbying, official travel and the use of corporate credit cards. While these may still be emerging issues in most participating countries at this point, it is still recommended for national governments in Africa to observe further development and to prepare appropriate regulation.
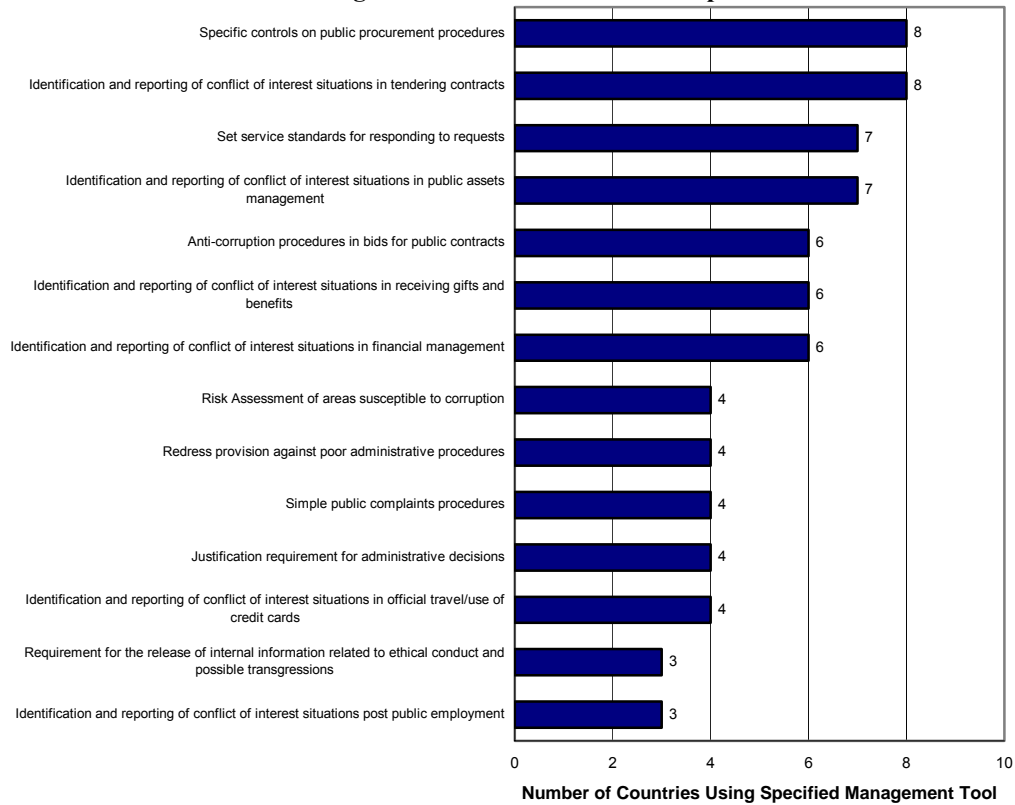
Management of conduct

In order to implement a guiding framework of public service values and standards, a management framework is necessary. Such a management framework can be provided through the designation of a specific agency to oversee overall ethics and anti-corruption policies, good public service working conditions with fair human resources policies and adequate remuneration, and clearly defined administrative policies and procedures. In the context of management of conduct, the Public Service Ethics in Africa study looked particularly at integrity strategies, human resources management, and disclosure requirements for public officials.

A national integrity strategy generally spells out how a country intends to concretely reduce corruption and enhance integrity in its society. Eight countries stated that an agency had been designated to coordinate and manage the implementation of ethics and/or anti-corruption policies in a broader sense while only six countries indicated the existence of a specific national integrity strategy. Moreover, fewer than half of the countries were able to indicate whether they had established routines for risk assessment, systemic policy analysis and evaluation mechanisms in their coordination of ethics and anti-corruption measures.

As regards human resources management, many national consultants were at least partly skeptical in assessing the upholding of the merit principle in recruitment and promotions, transparency in the selection process, sound performance management, and the setting of good examples by supervisors in their respective countries. A common pattern addressed by several national consultants is that while appropriate regulatory provisions seem to be in place, they are often not translated satisfactorily into daily action. Relevant management tools such as the identification and reporting of conflicts of interest in various areas, service standards, anti-corruption provisions in bidding procedures, and more, are usually provided. However, they are used to different degrees in the countries participating in the study (see graph below).

It is worthy of note that the two most frequently reported tools are specific controls on public procurement procedures and the identification of conflicts-of-interest in tendering of contracts. On the other hand, the least reported management tools are the identification and reporting of conflicts of interest in post-employment situations and requiring the release of internal information on ethical conduct and possible transgressions.

Management Tools to Prevent Corruption

Management Tool	Number of Countries
Specific controls on public procurement procedures	8
Identification and reporting of conflict of interest situations in tendering contracts	8
Set service standards for responding to requests	7
Identification and reporting of conflict of interest situations in public assets management	7
Anti-corruption procedures in bids for public contracts	6
Identification and reporting of conflict of interest situations in receiving gifts and benefits	6
Identification and reporting of conflict of interest situations in financial management	6
Risk Assessment of areas susceptible to corruption	4
Redress provision against poor administrative procedures	4
Simple public complaints procedures	4
Justification requirement for administrative decisions	4
Identification and reporting of conflict of interest situations in official travel/use of credit cards	4
Requirement for the release of internal information related to ethical conduct and possible transgressions	3
Identification and reporting of conflict of interest situations post public employment	3

Number of Countries Using Specified Management Tool

Information to be Disclosed

Information	Number of Countries
Previous employment	10
Assest and liabilities	7
Sources and levels of income	6
Gifts	5
Loans	3
Outside positions	2
Other	2

Number of Countries Having Specific Disclosure Requirement
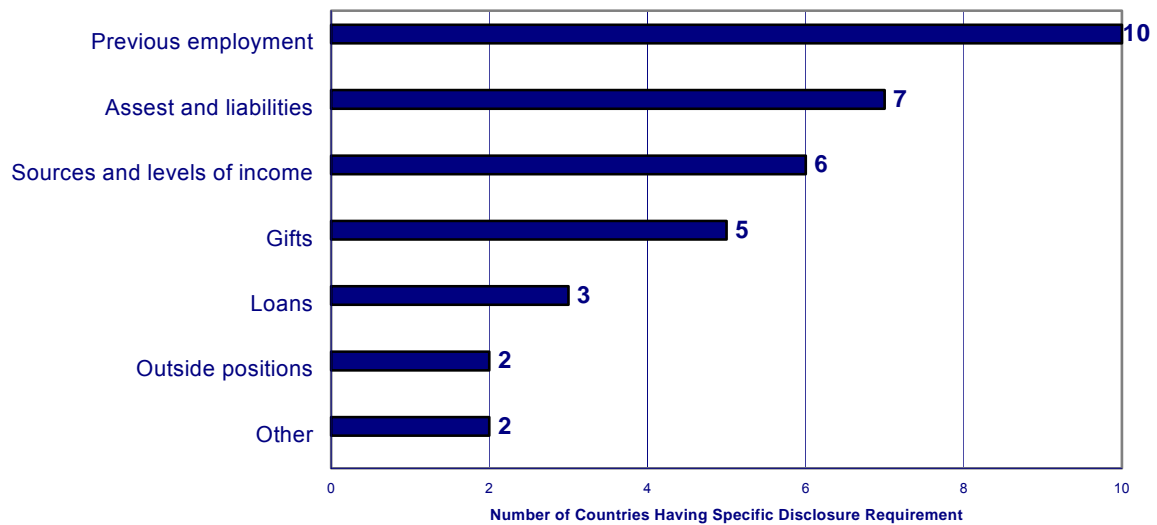
Another integral part of managing conduct in the public service is the requirement for the disclosure of financial and other interests. In terms of what is required to be disclosed, all countries reported that previous employment has to be declared. Less than half of the countries, however, reported that loans and outside positions are covered by disclosure requirements (see chart on previous page).

In addition to standard areas of disclosure, Senegal mentioned the obligation to identify property rights of public accountants while South Africa listed sponsored foreign travel, pensions, and hospitality. Regarding the frequency of disclosures, seven countries reported annual procedures. In addition, six countries mentioned that disclosure is necessary when relevant circumstances change. Ghana and Nigeria reported that disclosures must be made every four years while Madagascar identified a disclosure requirement in the declaration of candidacy for any publicly elected office. When a disclosure statement is made, most of the information seems to remain confidential in the majority of countries participating in the survey; only two countries indicated that disclosure statements are public record.

Based on the project's findings, some general recommendations to be made in the area of public service ethics management are:

- More policy and impact analysis in the field of management activities for the enhancement of ethical values and standards in the public sector. This should be done through a dedicated agency. In order to monitor how public servants are behaving, rather than relying on hearsay or anecdotes, it is essential to have systems for the collection and analysis of basic information in place. The study revealed that while various management tools are available at different places in most countries, coordinating and monitoring mechanisms and their implementation through a dedicated agency are less frequently established.

- Disciplinary action upon misconduct. While the study shows that disciplinary measures and sanctions, within the public service and

outside, have already been elaborated in most participating countries, the national consultants often expressed doubts about their enforcement in daily administrative practice. However, any management practice can only be successful if there is a clear expression of the will to put it in place and to enforce it.

- A strengthening and expansion of the disclosure system. A good disclosure system can be the basis for successfully enforcing criminal and other legal anti-corruption provisions. It is very difficult to prove illicit gains without baseline information of the assets and interests of public officials. Although most of the study countries have disclosure requirements for their public officials, upon closer examination, they are not as comprehensive or detailed enough to be able to capture all the possible violations of prohibited areas or conflicts of interest. Also, systematic verification did not seem to be sufficiently in place. Managing disclosure procedures is an area where technical assistance can be sought from those countries where workable systems are in place. It is a matter of adapting them to the needs and levels of the country concerned.

- Training of managers and supervisors in disciplinary procedures and measures. Although disciplinary procedures are often in place, they seem to be not well known by supervisors or managers and probably therefore are seldom used in administrative practice. In situations where petty corruption and lax performance threaten to become a habitual part of the working environment, reform cannot really begin until some disciplinary actions have taken place. This requires training programmes for managers and supervisors and the provision of protection measures for those public servants willing to report on criminal or other serious misconduct of their peers.

Control of conduct

A further function to be provided by any ethics infrastructure is to facilitate the control or the enforcement of standards of behaviour in the

public service. Once values and standards have been established and are part of management practice, control measures need to be implemented to show that a government is serious about upholding integrity in the public service. An important step to enforcing behaviour standards is to make it easy for individuals, both inside and outside of the public service, to report problems or misconduct to the proper authorities. In terms of internal reporting, nine countries indicated that public servants have an obligation to report or "blow the whistle" on wrongdoing. Six countries indicated the availability of protection for those public servants reporting wrongdoing. However, when looking at the measures available, it would seem that what is in place is still inadequate to encourage public servants to come forward with reports of corruption and ethical violations (see chart below).

Protection for Public Servants Exposing Wrongdoing
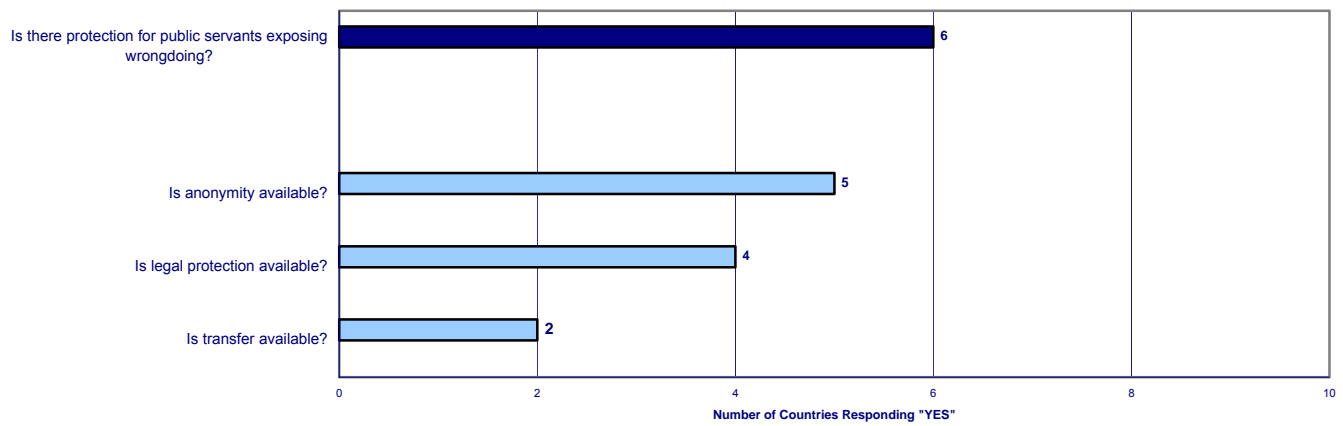
Public Complaints Mechanisms
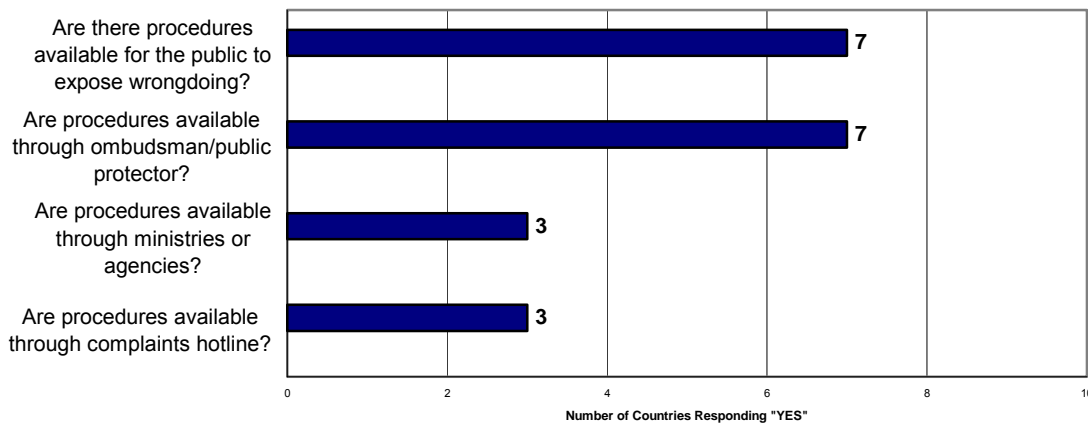
Just as important as internal reporting procedures for public servants are the complaints procedures for the general public. Recipients of services may also observe or be victims of corruption and other unethical conduct or maladministration. Seven countries confirmed that there were public complaints procedures. The institution of the Ombudsman, Public Defender, or the Inspector General was the most frequently mentioned agency for receiving such public complaints (see chart above).

Generally, in the area of control and enforcement, the study findings suggest the following actions:

- A simplification of reporting procedures, both internally for public servants and externally for the general public. The survey results indicate that such procedures, although mostly in place, are often not widely known and make corrupt and unethical acts difficult to report from the beginning.

- A provision of sufficient protection for public servants willing to report on criminal or other serious misconduct of peers. Although whistle-blower protection may exist generally and in writing, there seem to be insufficient practical measures in place such as transfers of work and anonymity to really protect those that expose corruption or ethical violations.

- Similarly, a provision of protection for citizens willing to report on administrative misconduct. Corrupt behaviour is often rooted in collusive networks including many actors. At the beginning of a public complaint or an investigation, this may not be visible to reporting citizens nor to investigating agencies. Citizens should be protected from harassment, threat or other direct or indirect disadvantage resulting from their reporting a complaint against an organizational unit or individual members of the public service.

- A strengthening of the capacity of external oversight agencies, such as the Ombudsman, Inspector General, Auditor General. These institutions need to have the manpower, equipment, and training to function adequately. Similar observations can also be made about frontline criminal investigative agencies that usually investigate corruption such as the police.

- A provision of public access to audit reports. Without wide circulation and public discussion of such reports, it is difficult to build up the consensus for pushing for changes towards a more transparent,

accountable and reliable public administration.

The role of non-governmental actors

In democracies where the government and the public service are ultimately accountable to the citizenry they serve, it is very important to see what role civil society can take in demanding accountability, transparency, and integrity in its government. At the same time, governments need to understand that it is in their interest to have a strong and effective private sector and civil society. They need to enhance their transparency by sharing information about their activities. Although this is already being done to some degree, harnessing technological developments in the field of e-governance and publicly accessible electronic information systems could possibly augment these present efforts further. At the same time, the public reporting and checking function of private media and press views are needed to ensure that government communications do not become mere propaganda. The survey indicates that, in many study countries, the press is still not entirely free to express its views or operate without government interference. The press needs a high degree of freedom but should also demonstrate a sense of professional responsibility to inform the public without undue bias. Some general recommendations to be made for the relations between government and non-governmental actors in the field of enhancing public service ethics are thus:

- A general enhancement of government transparency and disclosure practices. Only an informed public will be able to provide governments with necessary and valuable feedback in their attempts to provide an accountable administration and to curb corruption. Governments should also understand that an enhancement of transparency and disclosure will help them keep or regain public trust in their efforts against corruption and in their work in general.

- The private sector and civil society should be included as partners in ethics and anti-corruption policies. Corruption is a complex

phenomenon and often not limited to the public sector. It depends on networks between administrations and their clients. In order to break such networks, both sides have to be involved and brought to a commitment.

- Public administrations need to accept the public reporting and oversight function of private media. The watchdog function of the media, as accepted in modern democracies, can be used by governments as a feedback mechanism on and indicator of policy progress or remaining problematic areas in the fight against corruption.

- At the same time, a sense of professional responsibility to inform the public without undue bias needs to be fostered among the press and other media.

Outlook

The study identified good instruments and practices, and offers policy recommendations and help for the identification of gaps and desiderata. The findings of the project are meant to stimulate discussion and exchange at the international and regional level as well as within the participant countries and, hopefully, other countries in the region. Based on the study findings, UN DESA will conduct in 2001 report back and discussion meetings with representatives of governmental and non-governmental agencies involved in the enhancement of public service ethics and the fight against corruption in each participating country. It is hoped that such meetings serve as a platform for further and continuous policy dialogue and the identification of possible follow-up action, involving the national governments, the UNDP country offices and the international donor community represented in the countries.

The potential functions of the Public Service Ethics in Africa study and its database in this context are, first, to provide an inventory or observatory, putting together in one place all information on existing legislation, regulation and specific policies. At any stage, the study can be expanded to include further interested countries in the region. Second, with minimal methodological modification, the project can potentially serve as a documentation of progress in longitudinal perspective, if desired by the participating countries. And third, the Public Service Ethics in Africa project is ready to provide extensive information for the development of specific training programmes on public service ethics and the fight against corruption in the public sector. The project findings thus provide a useful instrument for the implementation of the Charter for the Public Service in Africa, as adopted in Windhoek in February 2001.

Annexes

Opening Statement
by H.E. the Rt. Hon. Mr. Hage G. Geingob
Prime Minister of Namibia

Dear colleagues, ministers responsible for civil service, distinguished delegates, ladies and gentlemen, it is indeed a great pleasure for me to welcome you to Namibia on the occasion of this very important Third Pan-African Conference of Ministers of Civil Service. The government and the people of Namibia are immensely proud to be hosting this important conference.

In the same vein, the father of our nation, His Excellency President Sam Nujoma, is happy to receive you at a welcoming luncheon later this week to greet you in a typically African manner.

Furthermore, let me take this opportunity to thank those who have contributed to the preparations for this conference. I should, particularly, like to single out the members of the Ministerial Working Group under the able chairmanship of His Excellency M'hammed El Khalifa, Minister of Civil Service and Administrative Reform of the Kingdom of Morocco. Your Excellency, thank you and welcome to Namibia. In addition, let me thank the African Training and Research Centre in Administration for Development (CAFRAD) for spearheading the Charter development process, and the United Nations Department of Economic and Social Affairs (DESA) for backstopping CAFRAD's activities. It is because of this collaboration that we are here to look at the most important document in the history of African Public Administration.

I trust that this conference will indeed serve as a forum for frank discussion and exchange of views and map a new vision for the African Civil Service.

The Rabat conference in 1998 called for a need to elaborate a draft Charter for the Public Service in Africa, including a code of conduct for the public service employees. The required work has been done and we will soon be presented with the results of years of hard work that went into finding realistic solutions to the problems facing the public service. The formulation of the Charter for the Public Service in Africa represents, indeed, a laudable effort at positioning the public service for on-going socio-economic and technological challenges.

The Charter, in essence, frames the need to adapt the different public services in Africa to the new demands of e-governance. We have to be in sync with the globalized environment of high-performance public service.

Therefore, our objectives, at this year's biennial meeting, are to review and adopt the draft Charter for the Public Service in Africa; deliberate and decide on a regional follow-up mechanism; consider training and capacity-building measures that need to be instituted to achieve the objectives of the Charter and analyse the new challenges, roles and perspectives of the African institutes of public administration.

Mr. Chairman, on many occasions I have expressed the hope that the twenty-first century would be the century of Africa. However, transforming this hope into reality requires our meeting many challenges. African countries collectively and individually would have to overcome the challenges of economic growth in the globalized economic environment, alleviating the debt burden, addressing the problem of skills gap, fighting the scourge of HIV/AIDS and ensuring that quality of life of our citizens is raised to the level of developed countries. It is a daunting task, but not beyond our capacity.

I believe strongly that one of the prerequisites for meeting these challenges is to transform our civil service agencies, to make them our first line of attack. In this belief, we in Namibia articulated our vision, VISION 2030, three years ago to raise the level of our citizens to build a diversified, robust and dynamic economy;

reducing unemployment significantly; establishing an economically prosperous and just society; and strengthening democracy in all aspects. Three years ago, we also created an Efficiency and Charter Unit in my Office to begin the process of stipulating what we expect from our civil service. Over this period, we articulated General Principles for the Civil Service and have finalized many sector-specific charters giving priority to those areas where civil service personnel are in direct contact with the citizens.

It was therefore a great joy for me to see Africa as a whole coming together to work towards articulating a Charter for Public Service in Africa. It has also been my pleasure to be a part of the Working Group. I took personal pride in coordinating the reactions and responses of the various Ministers of Civil Service within the SADC region to improve the draft charter. However, I must state that my fellow coordinator, Honourable Geraldine Fraser-Moleketi, Minister of Public Service and Administration of the Republic of South Africa, must be given the credit for finishing the task. All these efforts will be most rewarding once we adopt our new Charter for the Public Service in Africa.

Africa faces great challenges in the global economy, and getting the role and organization of government right is key to meeting these challenges and securing the future of our continent.

Mr. Chairman, high-performance organizations, through their strong performance culture, find continuously better ways of achieving their aims of providing value for money to citizens, delivering responsive services to customers and clients, and high quality advice to government. To achieve these aims we need to be customer focused; provide clear directions and strong, committed leadership; exhibit and promote a strong strategic vision; continually benchmarking and improving our performance; and see our institutions as public sector enterprises, judged by results, and operating in a competitive environment.

To ensure high performance, we must devolve decision-making processes, remove the layers of

prescriptive control and provide much greater flexibility for the improvement of workplace relations. The path towards high performance requires committed leadership and innovation. To enable the African public service to realize that goal, we must take action. We must focus our public service on its core activities namely the provision of a conducive environment for private sector to play a leading role, provide a regulatory framework by developing sound policies and lessen the activities of the public sector through outsourcing of non-core activities.

One can look beyond Africa to see the full picture of why change is both inevitable and desirable. What we are doing here is thus trendy and reflects the developments in most countries.

Since the early 1980s, globalization of the world economy has seen an opening up of markets, a breaking down of barriers in trade and communication, and the emergence of a greater competitive edge which requires Africa, along with other nations, to become more efficient and innovative in the way it does business in the increasingly globalizing world. Globalization is here to stay and we must take full advantage of the benefits offered by the process of globalization, and at the same time prepare ourselves to meet the challenges of the increasingly competitive environment.

In essence, we must commit ourselves to implementing policies that create an economic environment that is conducive to investment, job creation and economic growth.

Furthermore, African industry must become forward and outward looking. The challenge is for industry to harness Africa's rich endowment of natural, human and man-made resources in a constructive and positive way. In so doing, industry must focus on implementing best practices in production, management and customer service.

The public service is not quarantined from these international pressures, and its effectiveness must be seen in the context of its contribution to the strength of the national economies.

There are certain common, international responses to this new way of looking at the

public sector. There is much less focus on process and more on outcomes with managers showing a stronger client service orientation. A further common feature relates to critical assessment of where and how to allocate scarce resources.

Having put the case for the public service adopting the best, appropriate features of business, I want to return to those purposes and qualities of the public service, which make it distinctive from other businesses.

I see no conflict between the notion of a modern and efficient public service, which incorporates the best features of practices in business sector, and a public service with the traditional attributes of impartiality, honesty and professionalism.

There is an exciting vision for the future of the African public service—a public service that will be able to position Africa in a global environment to ensure that we are focussed and seeking out the changes that will guarantee our future; benchmark itself against all sectors to determine what it does best, what it can improve; and access the best service delivery skills, quality and cost.

There are challenges in meeting this vision. Globally it is clear that strong organizational values are a key to performance. These values provide a common point of reference for everyone in the organization and serve as touchstones for people when they are faced with challenges and uncertainties. In the African public service, these values would play an even more important role because they define the essence of our unique contribution as advocates of the public interest.

Mr Chairman, nations that thrive and prosper as we move into the twenty-first century will be those which have the capacity and the will to adapt to change and the flexibility to seize the manifold opportunities offered by the new economy. For Africa to be adaptable and creative we need an adaptable and creative public service.

With the adoption of the Charter for the Public Service in Africa, we would have taken the first step in establishing a shared vision for the African public service. It is indeed a start, but it is not enough. The next step should be to provide regional mechanisms for the implementation of the Charter and to maintain the Charter as a living document.

Mr. Chairman, I have essentially highlighted two overriding concerns with regard to the African public service: How can we help our citizens to benefit as we improve our public service; How can we improve the quality of what we do? The answer lies in political commitment and the public service's willingness to embrace change. As Ministers charged with the public service, and through the consultations and the sharing of experience within fora such as the Pan-African Conference, we have generated the required momentum as witnessed by our presence here today.

We must now continue to build on this momentum to create a high-performance public service for the twenty-first century. I am confident that putting our collective efforts behind a well-articulated vision will enable us to achieve our goal.

With so many illustrious sons and daughters of Africa present here today, I have no doubt that we can begin to concretise our shared vision of modern civil service agencies responsive to the needs of the citizens.

I thank you.

Opening Statement by Mr. Guido Bertucci

Director, Division for Public Economics and Public Administration, UNDESA

Honourable Prime Minister of Namibia, our host country; Honourable Vice-President of the Gambia; Honourable Minister El Khalifa, Minister of Civil Service of Morocco and Chairman of CAFRAD; distinguished representatives of governments, regional and international organizations; ladies and gentlemen. On behalf of the Department of Economic and Social Affairs, I thank you for responding to this joint invitation of the United Nations, CAFRAD and the Namibian Government and giving of your time for this important event.

It is not the first occasion when we of the United Nations and CAFRAD have called on your support. We were together last, this past May in New York. The XVth Meeting of Experts on the United Nations Programme in Public Administration and Finance, a subsidiary of the Economic and Social Council, in which a number of you, distinguished ladies and gentlemen took part, devoted much of its time to matters of concern to Member States of Africa. It also recommended "that the United Nations provide support to African governments in the development and implementation of their Charter on Public Service at the national level and find ways and means to support and encourage similar initiatives in other regions." (Recommendation N° 13).

Presented at this Meeting in its final form, the Charter represents the final step in a long march. It is the culmination of a gestation process, which has gone through many phases and yielded major benefits not only to African countries, but also to the world as a whole. It started in Tangier, the Kingdom of Morocco, at the 1st Pan-African Conference of Ministers of the Civil Service on 20 and 21 June 1994.

The Conference adopted a Declaration, the Tangier Declaration, which was what really prompted the General Assembly to meet in special session in 1996. The special resumed session on public administration and development adopted resolution 50/225 which underscored the importance of an efficient, effective, responsive and truly professional public service for the development process.

After a whole decade of relative neglect, this landmark resolution put the State and public service back at the very centre of the United Nations agenda on global governance. It signified that peace and sustainable human development are truly indivisible; that both are predicated on the reform of the State in light of the requirements of our age.

Our age, as you well know, is one of growing uncertainty and global inter-dependency; an age of rapid advances in science and technology creating new expectations among women and men; an age, last but not least, of democratization, mostly in the sense of claims from six billion of citizens around the world to take charge of their lives, to have voice on issues that really matter to them and, yes, one day perhaps to win their place in the sun.

The clamour and the pressures emerging from new expectations can be a powerful force for progress and reform, but might well prove disastrous, if not harnessed in time, and channeled to constructive collective peaceful endeavours.

There lies the role of governance and there lies the significance of institutional frameworks that mobilize support, invite participation and build creative partnerships of government, civil society and private enterprise at the national, sub-national and international levels.

That governments no longer can operate effectively at only the national level has been a key discovery of the past two decades; one that

gave special meaning to globalization. The XVth Meeting of Experts focused on this development when it called on Member States to train their public servants to "operate on the national, sub-national and international levels and to partici-pate *in leadership training* (Recommendation N° 19).

The second theme of this meeting, namely "The New Training Strategies in Public Administration", provides us with the opportunity to keep taking concrete steps to build a new cadre of African civil servants able to head their countries into the waters of globalization.

It should be emphasized that even the old concept of public service has been transformed in light of this development. It has been stretched to include such categories of people as volunteers and officers of NGOs, the staff of semi-autonomous agencies performing tasks outsourced from central departments of government, and even, in some cases, private concerns on contract, in the service of the public interest. Indeed, the traditional conception of government "bureaucracy" as one undifferentiated and homogeneous mass of career officials ignores the vast complexity of modern government structures and the enormous diversity of personnel, not only in terms of tasks and occupational groups, not only in terms of gender and often ethnicity or language, but also in terms of status and contractual situation.

Allow me to emphasize this change, which sheds light on the importance of the Charter on Public Service. The Charter is the outcome of collaboration among several countries, as well as among experts and senior political leaders, for which you may all feel most justifiably proud. I venture to suggest that never before a Charter had been so necessary. It meets a pressing need, present in every country, to identify and define those quintessential values, required performance standards and core competencies which society and the State can expert of public servants—all public servants.

The Charter represents, on the African regional level, a significant initiative to reaffirm the primacy of the common good over particularistic interests and, to this end, to enhance the role,

prestige, professionalism and overall perfor-mance of the public service.

Allow me to express the hope that this noble initiative, for which we are so grateful to you, will be fruitful not only on this continent, which surely needs it, but also on a worldwide level.

It is on the worldwide level that globalization and democratization—the two great challenges of our time—have for several years underscored the need for a professional corps of highly qualified civil servants and, to reach this goal, the need for a professional approach to human resources management in the civil service.

The XVth Meeting of Experts on the United Nations Programme in Public Administration and Finance has expressed this wish and this idea in two recommendations that have been submitted to the Economic and Social Council of the United Nations. The first is in favour of strengthening the institutional framework of the civil service and its systems of training in order to attract, retain, develop and motivate qualified civil servants and direct their efforts towards the general interest. The second supplements the first by emphasizing the need to strengthen ethics in the civil service and to introduce measures leading to an increase in the level of preparation and performance, recognizing personal merit, rewarding efforts and punishing bribery, idleness and corruption.

It is obvious that such reform represents the *sine qua non* condition for the African States to finally regain their momentum towards prosperity and progress for all. Nevertheless, it is equally obvious that globalization, resting on the joint efforts of Member States, will not be able to achieve favourable results if those States are represented at the inter-governmental level by officials who are incapable of dealing with the issues faced by today's world. For the African countries and the developing countries in general, globalization requires the strengthen-ing of state institutions and the return of prestige to the civil service, as recommended by the Charter that you, ladies and gentlemen, have authored.

In concluding this intervention, I would like to thank very warmly the Government of Namibia,

and especially its Prime Minister, for the generous hospitality granted to this conference and for all the efforts devoted to its organization.

While thanking you for your warm reception, allow me to congratulate you all and wish you success in your endeavours for the common good.

Opening Statement
by H.E. Mr. M'Hamed El Khalifa
Chairman of the Governing Board of CAFRAD

Your Excellency the Prime Minister, honourable delegates, Mr. Director-General of CAFRAD, ladies and gentlemen.

Let me first express, on behalf of my colleagues, our deep gratitude to the Republic of Namibia for hosting the Third Pan-African Conference of Ministers of Civil Service and for having made commendable efforts to organize and ensure the success of this meeting for the well-being of our continent.

The Kingdom of Morocco, which hosted the first two Pan-African Conferences, held in 1994 and 1998, is fully aware that it is not an easy task to convene a meeting of distinguished personalities including civil service ministers, experts and representatives of international and regional organizations. Morocco is equally aware how beneficial these meetings are. They provide us with an opportunity to address common problems facing African peoples and governments in the area of public administration. And this deserves our gratitude.

Therefore, we congratulate the Republic of Namibia for having made adequate arrangements to make our stay agreeable and ensure full success for this Conference.

There is no doubt that our convening this Conference is a major event for public administration in Africa. In this connection, I wish to express my heartfelt thanks to the organizations that have initiated this Conference, particularly CAFRAD and the United Nations Department for Economic and Social Affairs.

I also wish to extend my sincere congratulations and warmest thanks to the Government of South Africa and the government of Guinea-Bissau for having expressed their wish to host this Conference, and I look forward to seeing other conferences like this one held in these two brotherly countries in the future.

I likewise wish to express by best regards and gratitude to my colleagues, the African ministers, as well as to the distinguished experts and representatives of international organizations and specialized bodies, for having responded to the invitation addressed to them by CAFRAD.

Our first Conference, held in Tangier in June 1994, was an opportunity to explore the areas of cooperation between African countries in the field of civil service and administrative reform. It was also an opportunity to highlight the necessity to adopt an evolutionary and common vision in approaching issues peculiar to public service development in our Continent and linking them to the issue of economic and social development in all its aspects. Likewise, that First Pan-African Conference was a forum to attract the attention of the international community and invite international organizations and specialized bodies to mobilize further support for the African civil service and assist it in strengthening its capacities to bring into play general policies designed to meet the needs of national organizations.

In this respect, the Tangier Declaration was a strong message to the international community. It led to the adoption of resolution 225/50 by the United Nations General Assembly, emphasizing the very important role assigned to the civil service in the development process. This resolution recommends the strengthening of the technical support and assistance granted to developing countries, particularly African countries.

The Second Pan-African Conference of Ministers of Civil Service, held in Rabat in December 1998 on the theme "Civil Service in

Africa: New Challenges, Professionalism and Ethics," resulted, as we know, in the Rabat Declaration, which appealed for the elaboration of a Charter for the Public Service in Africa, including a code of conduct for civil servants.

In close coordination with the Chairman of the Conference, the United Nations and CAFRAD, a working team made up of representatives from Tunisia, Benin, Burkina Faso, Cameroon, Gabon, Uganda, Ethiopia, South Africa, Namibia, Madagascar and Morocco, in addition to some experts, was set up with a view to elaborating a draft public service charter to be submitted to the Pan-African Conference of Ministers of Civil Service for adoption.

Following several meetings, both in New York (November 1999) and in Tangier (January 2000), the draft Charter came to its final version, which was then sent to African countries by CAFRAD.

The broad principles underlying the Charter submitted for our adoption can be summed up as follows:

- Establishing the rules and standards that shall govern all African countries without discrimination whatsoever,

- Establishing a distinction between the provisions that shall govern the public service and those that shall govern civil servants,

- Promoting transparency, ethics and professionalism within the African public service,

- Getting aware of the important role of the civil service and the maintenance of its reputation; and

- Promoting changes in conduct.

By elaborating this Charter, African countries aim at establishing a new relationship between the public service and its environment with a view to taking up the challenges of development and adapting to the deep changes which characterize the new millennium.

Attaining this objective will depend on the extent to which the provisions contained in the Charter will be implemented by our countries, as well as on the modernization of the relevant civil service rules and regulations.

The convening of the Third Pan-African Conference, the main objective of which is to adopt the Charter for the Public Service in Africa, stems from the will to address the problems posed by the development of civil service and administrative reform systems, as well as to simplify administrative procedures as part of the deep ongoing changes in the African continent and the rest of the world at an ever-increasing pace.

It is, therefore, necessary to think in terms of new bases for the development and upgrading of our civil service and enable administrative reform policies pursued by our countries to adapt to the current requirements. This is precisely one of the objectives of this Conference, i.e. to pose a major issue related to raising the moral standards of the public service as a prelude to civil service reform in Africa.

Development cannot be conducted in an atmosphere of unsound public service delivery. It is high time that ethics and transparency were the first preoccupations to be addressed in our reform policies. Whatever the nature or gravity of the problems within our public service, whatever the rigidity of social constraints, cultural beliefs and their deeply-rooted settlement in the wheels of administration, nothing can weaken the primary idea that the respect of the moral foundation of the public service is an absolute necessity. Establishing a relationship of trust between the public service and the citizen, and founding new relationships with the private sector may be conducive to the creation of an appropriate environment for the contribution of the African corporation in the general development endeavour.

The adoption by African public administrations of a public service ethics policy and implanting cultural behaviours deeply-rooted in our African civilization may accelerate the flow of foreign investments and attract capital badly needed by our countries for the strengthening of their infrastructures and building their national economies. The respect for values which are in the general interest, such as promoting a law-abiding public service and protecting public

funds against embezzlement, are principles that should establish a new relationship between African systems and their environment with a view to promoting good governance.

You will certainly share the opinion that the management capacities of the African public service are below the ambitions of our governments and the expectations of our peoples. In spite of the modernizing efforts made here and there, the professional dimension is virtually absent from our reform policies, be it at the level of recruitment, training or preparing graduates to join the civil service, or throughout the career service, in-service and in-plant training. By evoking in this Conference the issue of ethics and the role assigned to public service training institutes, we will be emphasizing the necessity to upgrade the technical competence of agents and the importance to take into considera-ion professionalism in administrative operations by stressing the responsibility of the public service to duly fulfil its task. Therefore, there is a need to revise from top to bottom the recruitment policies, human resources management, and the role of public service training institutes.

On this occasion, I would like to pay tribute to the work accomplished by CAFRAD, in particular its efforts to translate into facts the content of the Rabat Declaration. Indeed, CAFRAD has convened the African Conference of Civil Service Directors held in Abuja with the financial assistance of the Nigerian Government, in addition to a seminar on Human Resources Management organized in Tangier, Morocco.

In addition, CAFRAD has published two studies on Ethics in the Public Service and organized, in collaboration with UNDESA, a colloquium on Ethics.

All these events are examples of credits deserved by CAFRAD, despite the difficulties which this organization is facing.

Therefore, I appeal from this tribune to all Member States, international and regional organizations and specialized bodies to provide this Center with the necessary support to enable it to pursue its mandate in the interest of our beloved continent and its future.

Several issues are on the Agenda to be discussed over the following two days, the most important of which is probably the adoption of the African Public Service Charter.

If the adoption of this Charter is in itself a positive act, it will only be useful if we commit ourselves to translating its content and principles into facts within our public services.

I remain confident that we are all determined to take up the challenges facing our countries and bring into play new professional and ethical criteria within our various public services, as well as to make of the Charter a reference for other parts of the world.

This Conference, hosted by the Republic of Namibia, which deserves our warm thanks, is duly viewed as a great event for all African countries. The Kingdom of Morocco which has always defended African causes and sought to establish fraternal and courteous relationships with all its African brother countries, is for its part proud—King, government and people—to see this great continental event take place, which we hope will result in recommendations that would prove up to the expectations of our countries and to the challenges which they should take up.

Finally, I would like, once again, to express my gratitude to the Republic of Namibia for kindly hosting this Conference. I would want to cite in particular H.E. Mr. Hage G. Geingob, Prime Minister of Namibia, who has heightened by his presence this important African event.

I also want to extend my heartfelt thanks to Mr. Nitin Desai, Under-Secretary-General, Department of Economic and Social Affairs of the United Nations, for the assistance granted by his Department for the success of this meeting and also for the interest he has shown in African public service issues.

I wish to pay a strong tribute to the continued cooperation which characterizes the relationship between UNDESA and CAFRAD, and I hope that this cooperation will be increasingly strengthened, given its impact on the African public service.

I also thank their Excellencies the ministers the experts and the representatives of specialized bodies, as well as all the participants, for attending this opening session notwithstanding their preoccupations.

I remain confident, ladies and gentlemen, that your reflections will undoubtedly contribute to emphasizing the importance of reinforcing the measures aiming at reaffirming and disseminating the ethical and professional values within the African Civil Service.

Thank you for your attention.

Annex 4

Closing Remarks
by H.E. the Rt. Hon. Mr. Hage G. Geingob
Prime Minister of Namibia

Dear colleagues, ministers responsible for civil service, distinguished delegates, ladies and gentlemen.

As I mentioned during my opening remarks, our objective during the two days of deliberations was to review and adopt the draft Charter for the Public Service in Africa in addition to deciding on a regional follow-up mechanism and to analyse the new challenges, roles and perspectives of the African institutes of public administration.

After extensive debate and exchange of views, we have now agreed in principle to adopt the Charter. The fact that there was much debate and differing opinions on, for example, the Preamble of the Charter, and several Articles of the document reflects the seriousness with which we approached the discussions.

The adoption of the Charter thus points to a revolution in the future administration and management of the African Public Service.

What we have done during the past two days is, indeed, an historic and significant drive to modernize the African Public Service and to realize the expectations of our citizens in receiving a first-class service. Furthermore, we have shown our determination to ensure a change so that our citizens receive more responsive, more effective and therefore reliable services.

The African Charter represents a new approach. It represents a focus on outcomes rather than simply on inputs. We must view the new Charter as a contract with the citizens of our countries and as a promise of improvements in both the quality and the efficiency of the services that our people deserve.

Our key objective as Ministers and as leaders charged with public service is to deliver the improvements we have promised and to inculcate a sense of ownership of the ideals and values contained in the Charter.

The next step should be to provide regional mechanisms in the implementation of the Charter. In this process, we must ensure that the document is tabled at the Organization for African Unity (OAU) Summit and at the United Nations, and by so doing popularize the Charter and obtain support from our international partners in the establishment of regional mechanisms.

As I said during my opening remarks, it is imperative and crucial that we strive to maintain the Charter as a living document.

In conclusion, I should, once again, like to thank the Ministerial Working Group under the able chairmanship of His Excellency M'hammed El Khalifa, Minister of Civil Service and Administrative Reform of the Kingdom of Morocco, and those who have contributed to the preparations for this successful conference. Let me also thank the African Training and Research Centre in Administration for Development (CAFRAD) and the United Nations Department of Economic and Social Affairs (UNDESA) for their valuable inputs. Above all, let me thank you, the participants, for your dedication, commitment and constructive contributions to our deliberations. And last but by no means least, I want to thank the workers, including the drivers, the secretaries and other administrative staff for their hard work.

I thank you.

Annex 5

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Annex 5

Conference Programme

Monday, 5 February 2001

12:00 – 13:00

Opening Session

- *Opening Statement* by H.E. the Rt. Hon. Mr. Hage G. Geingob, Prime Minister of Namibia

- *Opening Statement* by Mr. Guido Bertucci, Director, Division for Public Economics and Public Administration, UNDESA

- *Opening Statement* by H.E. Mr. M'Hamed El Khalifa, Chairman of the Governing Board of CAFRAD and Minister of Civil Service and Administrative Reform of the Kingdom of Morocco

14:00 – 19:00

Session I: Review and Adoption of the Charter

- *Chairman:* H.E. The Rt. Hon. Mr. Hage G. Geingob, Prime Minister of Namibia

- *Presenter:* H.E. Mrs. Geraldine Fraser-Moleketi, Minister of Public Service and Administration of South Africa

- *Presentation on:* The Ministerial Group's Conclusion on the Charter

- *Discussion*

Tuesday, 6 February 2001

09:00 – 10:15

Session II: Establishment of a Regional Follow-Up Mechanism for the Application

  of the Charter

- *Chairman:* H.E. Mr. M'Hamed El Khalifa, Minister of Civil Service and Administrative Reform of the Kingdom of Morocco

- *Presenter:* Mr. Jide Balogun, Principal Regional Adviser, United Nations Economic Commission for Africa

- *Presentation on:* The African Public Service Charter: Implementation Modalities, Capacity-Building Implications and Regional Follow-Up Mechanisms

10:15 – 11:30

Session III: Ethics: Complementary Training Tools

- *Chairman:* H.E. Mr. Jean Emile Somda, Minister of Civil Service and Institutional Development, Burkina Faso

- *Presenter:* Mr. Stefan Lock, Associate Expert, Division for Public Economics and Public Administration, UNDESA

- *Presentation on:* Public Service Ethics in Africa: Information for Policy Review and Training Programme Development

- *Discussion*

11:30 – 13:00

Session IV: Strategic Re-orientation of the African Institutes of Public Administration

- *Chairman:* The Hon. Mrs. E. Isatou Njie-Saidy, Vice-President and Minister for the Civil Service of the Gambia

- *Presenter:* Dr. Allan Rosenbaum, Director, Institute for Public Management and Community Service, and Coordinator, Ph.D. Program in Public Administration, Florida International University, Miami, Florida, USA

- *Presentation on:* Preparing Public Administrators to Function in a Rapidly Changing World

- *Presenter:* Dr. Victor, Deputy Director, the Commonwealth Secretariat, London, UK

- *Presentation on:* Capacity-Building of Institutes of Public Administration: Lessons of Experience

- *Discussion*

14:00 – 15:30

Session V: Definition of a New Training Policy in Public Administration

- *Chairman:* H.E. Mrs. Geraldine Fraser-Moleketi, Minister of Public Service and Administration of South Africa

- *Presenter:* Prof. Jacques Mariel Nzouankeu, Permanent Secretary, Observatoire des Fonctions Publiques Africaines (OFPA), Cotonou, Benin

- *Presentation on:* New Role, Status and Organization of the Training Institutes of Public Administration in Africa

- *Presenter:* Prof. Brahim Zyani, National School of Public Administration (ENA), Rabat, Morocco

- *Presentation on:* Curricula and Pedagogical Methods in the Training Institutes of Public Administration in Africa

18:00 - 19:30
Closing Session

- *Chairman:* H.E. The Rt. Hon. Mr. Hage G. Geingob, Prime Minister of Namibia
- *Presentation of the Report:* H.E. Dr. Robert Dodoo, Head of the Civil Service of Ghana, General Rapporteur
- *Adoption of the Report and Declaration*