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TOPIC: IMPROVEMENT OF THE EFFICIENCY AND EFFECTIVENESS OF THE PUBLIC SERVICE AS AN ESSENTIAL COMPONENT OF DEVELOPMENT EFFORTS: AN OVERVIEW OT THE TANZANIA EXPERIENCE

BY: TANZANIA PUBLIC SERVICE COMMISSION
TOPIC: IMPROVEMENT OF THE EFFICIENCY AND EFFECTIVENESS OF THE PUBLIC SERVICE AS AN ESSENTIAL COMPONENT OF DEVELOPMENT EFFORTS: AN OVERVIEW OF THE TANZANIA EXPERIENCE

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<table>
<thead>
<tr>
<th>No.</th>
<th>Acronym</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>E-Government</td>
<td>Electronic Government</td>
</tr>
<tr>
<td>2.</td>
<td>HIV/AIDS</td>
<td>Human Virus/Acquired Immune Deficiency Syndrome.</td>
</tr>
<tr>
<td>3.</td>
<td>HRM</td>
<td>Human Resource Management</td>
</tr>
<tr>
<td>4.</td>
<td>ICT</td>
<td>Information and Communication Technology</td>
</tr>
<tr>
<td>5.</td>
<td>MDA</td>
<td>Ministries, Departments and Agencies</td>
</tr>
<tr>
<td>6.</td>
<td>MKUKUTA</td>
<td>Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Tanzania (Kiswahili version of the National Strategy for Growth and Reduction of Poverty – NSGRP).</td>
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<td>7.</td>
<td>NSGRP</td>
<td>National Strategy for Growth and Reduction of Poverty</td>
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<td>8.</td>
<td>OPRAS</td>
<td>Open Performance Appraisal System</td>
</tr>
<tr>
<td>9.</td>
<td>PIF</td>
<td>Performance Improvement Fund</td>
</tr>
<tr>
<td>10.</td>
<td>PMS</td>
<td>Performance Management System</td>
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<tr>
<td>11.</td>
<td>PO – PSM</td>
<td>President’s Office, Public Service Management.</td>
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<tr>
<td>12.</td>
<td>PSC</td>
<td>Public Service Commission.</td>
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<tr>
<td>13.</td>
<td>PSRP</td>
<td>Public Service Reform Programme.</td>
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<td>14.</td>
<td>TPSC</td>
<td>Tanzania Public Service College.</td>
</tr>
<tr>
<td>15.</td>
<td>URT</td>
<td>United Republic of Tanzania.</td>
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</table>
ABSTRACT

The United Nations Millennium Declaration lays out a development agenda for the next fifteen years, deeply focusing on socio-economic development. The Agenda calls for reduction of poverty; environmental sustainability; the enhancement of democracy; good governance and subsequently maintenance of peace and security. In this respect, there has been some major initiatives in the Public Service Sector geared to enhance efficiency and effectiveness.

The achievement of this agenda will depend on how competent governments are able to perform their roles. As a buttress of government, Public Service should work towards ensuring an effective administrative framework that delivers services efficiently, maintains security, law and order, fairness and justice, all of which are very critical to the development process. It is therefore worthy noting that, Public Service Performance is not only critical to the effectiveness and efficiency of Government service but also a pre-requisite condition to the realization of socio-economic growth of a nation, since its effects and impact is all pervading to every sector and segment of the economy, in both public and private.

This paper is therefore, looking into the concepts of efficiency and effectiveness and how essential they are to the development efforts. More specifically, it gives an overview experience by Tanzania in achieving efficiency and effectiveness in the Public Sector. Essentially, the paper contends that without an efficient and effective public sector, development challenges cannot be effectively surmounted.

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1 Extracted from Tanzania National Strategy for Growth and Reduction of Poverty (NSGRP) June, 2005
1.0 INTRODUCTION

The evolution and development of modern public service and efforts to improve its performance can be traced back to 1990’s. The resurgence of free market forces and globalization environment has essentially evolved with efficiency and effectiveness concepts driving the public service sector to re-examine its performance and therefore the thrust being to deliver services commensurate with customer expectations. It is for this reason, the concept of efficiency and effectiveness is increasingly becoming popular in the Public Sector and indeed it has been very much associated with various reforms being undertaken in public organizations across the world.

While there are many approaches to define efficiency and effectiveness, researchers and practitioners have concurred that, the two concepts share some common attributes as far as improvement of performance is concerned. For the purpose of discussion and in order to have a common focus and understanding, efficiency is defined as the quality of doing something well with no wastage of time or money\(^2\) whilst effectiveness is defined as producing a result that is wanted or intended\(^3\).

Nonetheless, relating effectiveness and efficiency to High Performing organizations one can perceive it to be a group of employees who produce desired goods or services at higher quality with the same or fewer resources than others.

Timothy Hoerr (1999) provides a comprehensive mechanism for evaluating High Performing Organizations with seven (7) fundamental foundations. These include: Purpose of the organization, adherence to principles and values, motivation, Customer Focus, search for Excellence, Learning and Leadership.

Despite the above, other attributes to High Performing Organizations are: being clear on the mission; define outcomes and focus on results; empower employees; inspire employees to succeed; being flexible and adjust to new

\(^2\) Advanced learners Dictionary 2004, Pg.372
\(^3\) Ibid ..... Pg.371
emerging conditions; competitive in terms of performance; ability to restructure work processes to meet customer needs; and sustainable communication with stakeholders.

All in all significant values and attributes for an efficient and effective public service organization inter-alia includes:-

(i) Continuous improvement of service;
(ii) Managing by data;
(iii) Team work;
(iv) Enhancing Employee skills;
(iv) Use of appropriate Technology and;
(v) Practice strategic planning.

With such attributes, a public organization is expected to have a sustained track record of success in the pursuit of its mission. In particular, it must realize successes through a competitive advantage by providing higher quality service than others and therefore behave as active catalyst to change and development.

2.0 AN OVERVIEW OF TANZANIA EXPERIENCE

2.1 The changing role of the public sector in Tanzania

Development initiatives and change in Tanzania has been a function of complex and other interrelated factors necessitating the Government to re-visit the fundamental role of the state and the public service sector. Traditionally and until in the recent past, mid 1980's and early 1990's, the public sector was seen to be actively involved in both services and the production sector and basically commandeering the economy in all spheres of life. However, as time went on, gradually the government was unable to sustain service delivery standards, but also having employees with low morale, absenteeism and therefore experiencing a decline in discipline and ethical conduct. The outcome was inefficiency and ineffectiveness in service delivery due to poor performance. This situation led to the inception of Civil Service Reform Programme implemented from 1991 to 1999
extensively focusing on cost-cutting. Initiatives and measures undertaken during this period, among others, included:

(i) To redefine the role and functions of the government;

(ii) To restructure and reduce the overlaps and duplications within and between Ministries;

(iii) To sharply focus government financial and human resources on the efficient performance of clearly identified core functions and services;

(iv) To create Executive Agencies and contract out non-core service to the private sector;

(v) To downsize the Government leading to reduction of public sector employees;

(vi) Salary levels were progressively enhanced.

Following these initiatives, there was an increased public revenue collection, reduction in wage bill and inflation rate leading to macro-economic stability. In addition, there was an increased productivity and higher economic growth. Despite these successes, it became apparent that Civil Service Reform Programme had limitations in terms of scope and design and the impact it would have on improving public service. Following significant downsizing and achievement of macroeconomic stability, the need to impose further cost-containment lessened. Tanzania’s move towards political pluralism did amplify citizens’ demands for improved service delivery. Also as public revenue collection increased, such initiatives became less relevant. All these changes required new policy initiatives that would focus more extensively on service improvements rather than cost-cutting measures.
2.2 Public Service Management and Employment Policy

The Public Service Management and Employment Policy was introduced in Public Service\textsuperscript{4} in 1999. The rationale for introducing the policy was to set out new systems and principles of management to improve service, taking into consideration the major changes in the economy and the new role of the government. It called for management systems that were efficient and effective in Public Service delivery.

The Policy was formulated to address the following challenges in the Public Service:

(i) Recruitment and appointments into the Public Service not based on merit
(ii) Promotions based more on longevity of service than merit;
(iii) Weakness in work supervision as well as laxity in applying disciplinary action.
(iv) Inadequate Human Resource Database.
(v) Lack of schemes for motivation to boost work morale.

Indeed, the policy laid the foundation for future reforms that were undertaken by the Government to restore among others integrity, discipline, responsiveness, accountability and meritocracy for higher productivity. Public Service Reforms were envisaged to be implemented in three phases namely:-

(i) Installation of Performance Management Systems (2000 – 2007);

(ii) Enhancing Performance Results and Accountability (2008 – 2012);


2.3 Public Service Reform Programme 1

According to URT (2008), PSRP 1 was designed to improve service delivery in Public Service in line with Public Service Management Policy, introduced in 1999. In

addition the Programme was later linked to National Development Programmes such as the National Strategy for Growth and Reduction of Poverty (NSGRP) known in Kiswahili as Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania (MKUKUTA). The role of the Public Service in Tanzania is therefore critical to the success of National Development Programmes geared to being sustained economic growth, prosperity and eradication of poverty in the 21st century. Public Service Reform Programme I was implemented from 2000 to June 2007. The thrust of the programme, among others, included the following:

2.3.1 Performance Management Systems

Performance Management System (PMS) introduced in the Tanzania Public Service was a holistic and integrated approach able to capture and operationalize the country’s long term vision and Development Plans. In this respect, strategic plans, action plans, clients service charters, service delivery surveys, self assessments, Open Performance Appraisal System (OPRAS) and the establishment of monitoring and evaluation system were introduced. A Performance Improvement Fund (PIF) was established to allow Ministries, Departments and Agencies to access additional financial resources in support of strategic initiatives emerging from Performance Management Systems. The Performance Management System, was therefore introduced in 34 Ministries, 21 Regional Secretariats and 2 Independent Departments. Through those interventions, more than 7500 public servants were trained in leadership development, Customer Care, OPRAS, Records Management and other management related areas. The establishment of the Tanzania Public Service College (TPSC) also provided learning opportunities for public servants in administrative and managerial disciplines.

2.3.2 Re-engineering of Human Resource Management Practices

During this period, processes for Human Resource management (HRM) (like appointment, promotion, and appraisal) were re-engineered to promote more decentralized decision making, to move towards a system of position

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5 The National Strategy for growth and Reduction of Poverty (NSGRP) has 3 clusters namely growth and reduction of income poverty, improvement of quality of life and Governance and Social well being.
management, and to reduce delays in payroll processing. Initial steps to computerize HR processes were undertaken in 10 Ministries and Independent Departments.

2.3.3 Improvement of remunerations

The average pay of Public Servants continued to rise steadily. For example, from September 2000 to July 2006, gross wages increased by an average annual rate of 19.6% in Tanzanian Shillings and 10.2% in US Dollars. Pay increases between June and July 2006 have put salaries back in line with their Medium Term Pay Policy Targets. During the year 2006/07, allowances traditionally used on fuel and vehicle maintenance, fare assistance and hardship and other expenses were incorporated into basic salaries.

2.3.4 The Establishment of Public Service Commission (PSC)

The Public Service Commission was established in 2004 to act as a “watchdog" of the Government, in instituting best Practices in Human Resource Management. In this regard the basic role of the Commission is to monitor and evaluate performance by institutions as well as by officials. PSC is responsible for overseeing that Ministries, Departments, Regional Secretariats and Local Government Authorities comply with Human Resource rules and regulations. Subsequently, there has been some improvements in the overall compliance on HR practices. The expected output is good governance and efficiency in the public service machinery. The Recent amendment of the Public Service Act also seeks to strengthen the regulatory function of the Public Service Commission; laying effective implementation of Open Performance Appraisal System (OPRAS) and harmonizing the recruitment procedures and systems to mention a few.

2.3.5 Other initiatives

In addition to the above measures, other ongoing initiatives to improve efficiency and effectiveness in the Public Service include:

(i) Five new Executive Agencies were launched and the capacity of the 20 previously launched agencies was significantly strengthened.
(ii) Forty eight (48) non-core services, such as grounds maintenance, security, and cafeterias were successfully outsourced to the private sector.

(iii) The process of undertaking reforms in personnel records management was introduced and completed in 7 MDAs.

Along side Public Service Reform Programme 1 there has been several ongoing crosscutting Reforms and Sector Development Programmes such as Local Government Reform Programme, Health Sector Reform Programme, Public Financial Sector Reform Programme, Legal Sector Reform Programme and Land Sector Reform Programme. However, experience has shown that there is need to harmonize interventions across reform programmes by creating a clear institutional framework for co-ordination. The ongoing efforts to align and coordinate these programmes will be enhanced to make the implementation easy and more successful.

3.0 LESSONS LEARNED IN PSRP I IMPLEMENTATION

Despite the significant improvements realized over the period of implementation of PSRP I, a great deal of work still remains to be done. There is evidence of staggering quality service delivery in many parts of the public service. Since PSRP I focused on installation of performance management systems, evidence available in PSRP I report (2008) shows that the broader setbacks and challenges are:-

(i) Continued weaknesses in the management of the HR function in the public service. These were reflected in the way MDAs failed to undertake strategic HR functions such as HR planning, training needs assessment and development plans;

(ii) Lack of clarity on attributes and competencies required for effective public service leadership in the Tanzania context;

(iii) Continued gender imbalances in decision making positions throughout the Public Service;
(iv) The ability of the Public Service to attract and retain highly skilled professionals remains a problem;

(v) Change of mindset;

(vi) Introduction of the Open Performance Review and Appraisal System (OPRAS) which was also intended to advance merit principles, has run into a number of difficulties. These include its standardized nature and inapplicability to certain job groups; a perception that it does not link to improvements in reward; and the difficulty of undertaking objective assessments in situations where possibilities of collusion might be prevalent.

4.0 PUBLIC SERVICE REFORM PROGRAMME PHASE TWO (PSRP II)

The logical connection between economic growth and improved welfare on the one hand, and the governance of the Public Service on the other, has been recently reasserted through the National Strategy for Growth and Reduction of Poverty (NSGRP). As a framework, NSGRP guides National Planning efforts in which public service plays a fundamental role. PSRP II is a logical sequence that seeks not only to deepen the achievements but also to address challenges experienced during PSRP I. The programme aims at significantly sustaining efficiency and effectiveness in service delivery across the entire public service.

Launching Phase II of the Public Service Reform Programme on 12th February, 2008, His Excellence President, Jakaya M. Kikwete declared that:

“We want to ensure that Public Servants have the necessary ability and competence that will enable them become more effective and efficient in their respective areas”\(^6\).

The focus of the current PSRP II is to transform the Public Service Sector to an accountable, responsible and result oriented institution. In particular, the thrust of PSRP II is to deliver quality service to the people of Tanzania with efficiency.

\(^6\) Daily News, 12 February 2008
effectiveness and high standard of courtesy and integrity. Key result areas identified include:-

(i) Systems to Support Service Delivery;
(ii) Policy Development;
(iii) Pay, Incentives and Rewards;
(iv) Accountability and Responsibilities to the Public;
(v) Management of Public Servants;
(vi) Leadership Development; and
(vii) Change Management and Reform Co-ordination.

The overall objective under PSRP II is therefore to sustain the improvements attained for the past seven years and continue with a long term transformation of the Public Service. The expected output of these measures will be to reduce bureaucracy and red tape; improved systems and structures; to enhance access and efficiency of service delivery and improved management of information that supports service delivery through e-Government and knowledge management systems. The improvement of technical and administrative capacity of the Public Service is expected to spur the economic growth.

5.0 CHALLENGES AND PROSPECTS IN THE PUBLIC SERVICE:

The public service is the engine of any government and is pivotal to all other sectors in our countries yet, the sector is being confronted by many challenges, although such challenges may differ from one country to the other in terms of scope and nature. Despite the success stories in the Public Service Reforms in many African countries including Tanzania, the general consensus is that much more needs to be done. The checklist of issues that need to be addressed include:-

(i) Many Public Organizations lack a well founded and clearly defined visions, missions owned by all and strategies cascaded to the ground;

(ii) Leadership and Job design in Public Service not backed by clear job descriptions, compensations and benefits and often not tied to results;
(iii) Lack of clear succession plans;

(iv) Lack of visionary leadership;

(v) Processes for service delivery are overly bureaucratic, manual and usually open to individual discretion;

(vi) Overstretched facilities and lack of working tools;

(vii) Leaders and senior officials in the Public Sector operate in political web. The borderline between Public bureaucracy and political party machinery remains blurred or the former receiving serious interferences.

Other challenges include changing a Public servant from a generalist to specialist applying specific skills and expertise needed in Public Administration and Management. This can only be reinforced by sharing knowledge among leaders, managers and other Practitioners nationally and internationally. The Challenges are many, varied and complex requiring a wide range of skills and synergy of all stakeholders to achieve the desired results.

6.0 GENERAL RECOMMENDATIONS:

Having discussed the concept and application of efficiency and effectiveness in the development process at length, this paper would like to recommend the following interventions:-

6.1 Leadership Development Initiatives

In order to be successful in this new millennium, which is characterized by a globalizing world, governments must develop clear and well defined policies and strategies for preparation of both current and future generations of Public Sector Leadership. Governments must invest in training leaders and equipping them with the necessary skills to handle complex organizations and therefore deliver quality service. In particular, there should be some deliberate measures to inject into the
public service leadership and managerial ethos from the private sector so as to obtain a cross fertilization of leadership and management styles.

6.2 Capacity Building

The functioning of an effective public service depends much on its administrative machinery to handle complex situations by being adaptable and innovative to deliver quality services. And this requires sound financial resources, skilled people and appropriate legal framework and technology. The ever rapidly changing demands by our citizens require our Public Administrators and Managers to be well trained, but also be equipped with knowledge in ICT. The world has undergone stages from industrial revolutions to digital information and therefore creating uncertainties to our economies requiring urgent solutions. Turning Africa into “an economic power house” would entail in the first place the public service to perform effectively and efficiently its functions.

6.3 Financial Management and Value for Money

Another aspect to consider is whether the Public Service in Africa is operating with a sense of value for money in terms of services that ordinary citizens are receiving from Public Service. The issue of cost effectiveness has an implication not only on service delivery but it also affects the economy if not well addressed.

Related to the above, is the problem of corruption. A better performing Public Service must conduct its affairs in a transparent and corruption free manner. Corruption is likely to increase costs on production and subsequently hamper investment opportunities. This may also cause unprecedented inflation and can create a conducive environment for poverty to thrive.

All in all, a Government has to enhance Financial management systems to institute effective operations and as well as enhancing integrity and accountability on finances and assets. This can partly be achieved by, inter-alia, management of budgets and effective use of resources committed to different priority areas.
6.4 **Human Resource Management**

The quality of Human Resource is critical to the development of any country. The knowledge, competence, skills, networking and attitudes of workers in the Public Sector are critical and their implications can easily be felt on the economy. Human Resources, in any public organization, are important because through them and by them services are planned and delivered, critical innovations are conceived and realized. For sure, Public sector managers occupy a strategic position in the development of a country. In this sense, improved Human Resource Management Systems and practices can make the on going poverty reduction programmes succeed. Human resource development is a lynchpin of successful implementation of public service reforms and effective delivery of public service, being an integral part of the development process.

6.5 **The Role of Public Service Commissions, other Service Commissions, Ministries and Associations responsible for promoting efficiency**

Public Service Commissions and other service commissions, Ministries and Associations which are responsible for promoting efficiency and effectiveness have a noble role to play. The capacity of these institutions should therefore be enhanced to play a leading role in ensuring that best practices are instituted in the public service. More importantly, they should work together to improve performance through a common platform to address inter-alia the following:-

(i) Initiate and formulate strategies to enable the public service sector adopt and practice the imperatives of professionalism and meritocratic values.

(ii) Develop linkages and networks with other international and regional bodies in order to share best practices.

(iii) Promote transparency, accountability, equity and adherence to rules and procedures for good governance that would bring efficiency and effectiveness.
(iv) Share a common focus on public administration management;

(v) Develop capacity building strategies and programmes in order to recruit and retain well trained professionals and experts in the public service.

The diversity of Africa societies and heterogeneity of socio-economic fabrics, different policies and legal frameworks require leaders and managers to share vicarious experiences, skills and management practices in order to make a comparative analysis, research, innovations, use of information and technology as part of a continuous learning process and where applicable harmonize practices for common standards. Such circulation of best practices within the African continent may result into an improved performance of the public service and the economy in general.

7.0 CONCLUSION

Generally, the paper has illustrated that improved efficiency and effectiveness in the public sector is at the heart of economic development. Equally, it seems clear that efficiency and effectiveness is essential to development efforts, even though in achieving it, may involve a comprehensive transformation of a public service in a long run, going through different huddles and involving multiple choices. The transformation should be planned with well articulated processes.

Certainly, it involves but is not limited to structural and process changes in the way the public service operates and includes cultural re-orientation of public servants; as well as the public. Public servants are expected to adopt a mindset of serving with efficiency, effectiveness and with highest standard of courtesy and integrity. The public on the other hand, is expected to demand due rights to access services it deserves. All these will depend, at the outset, on the ability to inculcate the necessary attitude to accept change and also the ability of leadership to implement and manage change.
The overall purpose of any efforts to achieve efficiency and effectiveness in public service sector operations should be geared to support the attainment of a high rate of economic growth and ensure that delivery of high quality services that conforms to public expectations of value for money, satisfaction and relevant to the prevailing demands of the economy. The strength and effectiveness of any public institution has to be underpinned by:

(i) Its ability to perform its roles and functions mandated to it;

(ii) Having adequate numbers of appropriately qualified and motivated staff;

(iii) Mounting necessary training and upholding professionalism;

(iv) Upholding ethical conduct and integrity;

(v) Co-ordination of programmes which must also be reinforcing to each other.

(vi) Sound financial resources and logistics.

In conclusion there is no hard rule approach to the realization of efficiency in the public service, perhaps, the most important element to note is that, Public Service is the engine of the economy and therefore it requires a holistic approach in a mixed form to make it effective. More importantly, each country should address issues according to their prevailing circumstances although they may wish to apply the basic underlying principles relevant to their development paradigms. So far, leaders are expected to be responsible for providing overall guidance to achieve efficiency and effectiveness; since by any standards, it involves doing the right thing, and also enabling others to reach their potentials, both human and organizational (Marx Decree; 2007).

Public Service Commissions, Ministries and other service commissions responsible for Human Resource and the Public Service improvement should also take a leading role in bringing efficiency and effectiveness in the Public Service essential for socio-economic growth.
REFERENCES:


14. URT, Public Service Act No. 8 of 2002.


