Regional Workshop on Public Sector Performance and Productivity Improvement in African Countries: New Approaches and the Way Forward

Determination of Operational Objectives with a View to Improving Performance, Productivity and the Process of Evaluation

Benjamin AMAMA
Minister of Civil Service and Administrative Reform, and
Leon Bertrand NGOUO
Permanent Secretary of Administrative Reform, Cameroon

25 - 27 April 2005
Tripoli, Arab Jamahirya of Libya
INTRODUCTION

CAFRAD organized from 25 to 27 April 2005 in Tripoli (Libya) a workshop on "Performance and Productivity Improvement in the African Public Sector: New Approaches and the Way Forward". This main topic was divided into six sub-topics, one of which relates to “The Determination of Operational Objectives with a view to Improving Performance, Productivity and the Process of Evaluation", which is the concern of the present contribution.

With regard to the objectives of the workshop, the treatment of this sub-topic aims at emphasizing the following points:

- Determination of objectives and results to be achieved by personnel, services, programmes and institutions;
- Relation between performance, productivity and evaluation;
- How to ensure good performance/efficiency and productivity in the public sector, adopting good evaluation methods.

Nowadays, and beyond the introduction of new management techniques, the adaptation of the public service to the new requirements of good governance and competitiveness depends, in the current context of globalization, on the place given to the human potential, the quality of service and the quality of work processes in the strategies of performance measurement. Hence the relevance of reflecting on this subject, which focuses on the public sector in Africa. The African public sector, as elsewhere, is founded on certain values and seeks the general interest; but its complexity is ever-increasing, given the variety of State personnel categories, the obstinacy of bureaucratic practices, in opposition to management innovations, and the influence of socio-cultural factors.

On the other hand, starting from the hypothesis that performance evaluation at the triple level of processes, human resources and the results achieved, in response to prescribed expectations, constitutes a determining factor in any strategy of excellence promotion to be adopted today for the modernization of the African public service, the outline of this contribution articulates in three points:

1. The problems underlying the determination of objectives in the process of performance improvement and evaluation in the public service;
2. The inventory of fixtures in the determination of objectives, with the aim of improving performance in the public service;
3. The strategy of achieving good performance in the public sector by adopting good evaluation methods.

1. The Problem Underlying the Determination of Objectives in the Process of Performance Improvement and Evaluation in the Public Service

In the current context of international and national development at the economic, technological and socio-cultural level, the African public service faces numerous challenges, among which the universality of access to public utilities, observance of a normative and clearly-defined legal framework and the challenge of accountability to citizens with respect to the quality of service delivery and to the use of public money. In front of these challenges, performance-enhancing management approaches which integrate strategic constituents in their measurement, such as the
human potential and processes, are inescapable working tools for public service administrators and managers.

From this managerial perspective, the following section will analyze the place of objectives pursued and results anticipated in the process of performance improvement and evaluation, interrogate the relation between performance, productivity and evaluation, and describe the roles of the main actors in the process of formulation of objectives and anticipated results.

1.1. Place of objectives pursued and results anticipated in the process of performance improvement and evaluation:

The adoption by the African public service of national governance programmes based on a management paradigm which puts emphasis in an organization’s performance on **efficacy** (reaching results), **efficiency** (reaching results at optimal cost), **relevance of the service provided** (satisfaction of the user) and the **ethical behaviour of the civil servant** (professionalism, respect for the code of ethics, …), gave rise to several questionings related to principles and practice. The place of objectives pursued and results anticipated in the process of performance improvement and evaluation in the public service is at the heart of this questioning.

The literature which developed around the concept of performance includes, among the factors to be absolutely mastered in public utilities to satisfy the expectations of citizens, the development of a **vision** and the definition of **objectives**. The essential role of these objectives is to support the efforts required by said vision to produce the results necessary for the introduction and anchoring of the desired changes planned in administration culture. In this respect, a good many authors plead for the adoption of a "result-centred" approach which, among other things, requires that administrators give priority to the innovations which are indispensable to reach the objectives pursued. It is then a question of substituting for the former logic focused on the control of means, a new logic based on the triptyque "objectives - results - control" (H. Guillaume, G. Dureau, F. Silvent, 2002, p. 14).

The result-centred approach postulates that the prerequisite in any performance improvement is the **precise definition and hierarchical organization of results according to the objectives pursued and the expectations of users**, i.e. those who benefit from such results. The definition of objectives is made according to a given hierarchy and to an ordering of results depending on priorities.

**Hierarchy of Objectives:**

In the performance improvement and evaluation process, objectives express the performance fixed by a planning. The objectives must be stimulating, but should remain realistic and feasible. There is a hierarchy in fixing objectives which can be described in four levels as follows:

- **Values**: which define who we are, our culture, our behaviour, our ethics;
- **Vision**: which re-specifies where we are heading, what would we wish to look like in five or ten years;
- **Mission**: which indicates what our activity consists in within our sector, and conversely, what we choose not to do, given our resources; and
- **Objectives**: which establish what we have to achieve in the short, mid and long terms to fulfill our mission.
Examples of objective and indicator formulation taken from the Cameroonian National Governance Programme and the strategy of the Ministry of Civil Service and Administrative Reform are presented in the second section.

The term strategy is often used as a hierarchical objective level. We will consider strategy here as "fixing objectives according to environment configuration and resources available to the organization, then assigning these resources in such a way as to enable the organization to carry out its mission" (F. Leroy, 2001).

At the operational level, objective formulation takes concrete form through various instruments, among which the action plan (also called action matrix), which is both a tool of action and control at the hands of the administrator/manager. In this respect, an action plan can be schematized by a diagram (of the GANTT or PERT type), including headings such as those of the following table:

**TABLE 1: Action Plan – Link Between Objectives, Results and Control**

<table>
<thead>
<tr>
<th>Objectives pursued</th>
<th>Actions</th>
<th>Persons in charge “who does what”</th>
<th>Delivery time</th>
<th>Results expected (elements of control)</th>
</tr>
</thead>
</table>

The very object of an action plan, today commonly called "roadmap", is to prepare, program, implement and follow up actions envisaged in the general strategy designed for the fulfillment of the mission. Its development has to take into account various levels of results to be reached within the prescribed time, and more particularly, as we will see later, the involvement of the main actors concerned by the realization of the scheduled actions.

**Levels of results to be reached:**

Result is defined as a *change of state* which can be described or measured, and which ensues from a *cause-effect relation*. From the point of view of development, particularly in the public sector, result appears in the form of a three-level chain: Output, effect and impact. The internal logic of this chain is illustrated by the following diagram:
Objectives, as mentioned above, must be stimulating, realistic and feasible. Their determination, along with that of results, must be accompanied with an identification of a measurement system which will serve as a standard to evaluate them and allow for effective comparison with other administrations or services, as part of a concern for development, promotion and perpetuation of the culture of excellence.

It is this performance measurement which, from the point of view of public service administrators, gives rise to problems of performance management within administrative units. The resolution of these problems lies in the clarification (implicit or explicit) of the relation between performance, productivity and evaluation.

1.2. Relation between performance, productivity and evaluation:

The literature in the field (H. Guillaume et al, 2002; B.G. Peters and D.J. Savoy, 1995) amply shows that in the current context of organization development, the key factors of public sector success revolve around the requirements of:

- satisfaction of public service users;
- excellence in the production of the service to be provided;
- quality and reliability of such service; and
- revival of the whole administrative system, including the human resource, the main internal actor of this system.

The problem which arises in this connection is about the implementation of measures to estimate the degree of control of these key factors of success. Such control will condition the performance of the public service.

Quality here refers to the extent to which fixed standards have been reached, and the extent to which these standards relate to the main requirements or needs of public service users (H. Guillaume et al, 2002). A standard is a description of the desired situation. It may be qualitative, quantitative or both.

According to this logic of attempt to control the key factors of public service success, the literature suggests a definition of performance as a "well-balanced set of parameters describing the result(s) and the processes by which such result(s) is/are reached" (C. Bughin-Maindiaux and A. Finet, 1999). This meaning has the advantage of integrating the dimension of conservation and development of the organization’s capacities and strategic competences in the effort of performance management and control.

At the theoretical level, this reading, which postulates that the result is the consequence of a cause-effect relation, rests on the identification of a causality model indicating how it is possible to act on the parameters which will determine future results.

The causal nature of the interrelation between performance, productivity and evaluation is clarified by various theoretical approaches (the balanced scorecard of Kaplan and Norton¹, the performance tree, the value-creating model², the activity approach, …).

² The value chain model emphasizes the interrelation between the various positions within an organization and, more globally, the relations which it maintains with its suppliers and customers/users (O. Jokung-Nguéna et al, 2001, p. 99).
Diagram 1 below elucidates the way data on results and internal processes influence at a later stage the overall performance of the organization or the administrative unit. We notice in this diagram the place of the indicator "morale of civil servants" which influences their capacity to make suggestions for the development of the administrative unit.

The literature also proposes the Total Quality Management (TQM) model to clarify and analyze the link between performance, productivity and evaluation, emphasizing the criteria relative to users’ demand, and integrating the main determining factors of an organization’s performance (G.J. Balm, 1994; D. Crépin and R. Robin, 2001; B.G. Peters and D.J. Savoy, 1995).

Diagram 2 is a representation of the above-mentioned system, defined as a combination of persons (Management and personnel), partners (public service users, political actors, suppliers, development partners, civil society, …) and strategies of continuous improvement of the organization’s processes and culture.

Continuous improvement calls for various management tools such as improvement with "small steps", "deployment of strategic objectives", improvement "by breakthroughs", reconfiguration of processes (re-engineering), competitive calibration (benchmarking³).

It is worth recalling that the essential TQM principles are as follows:

* Satisfaction as complete as possible of the needs (expressed or latent) of the organization’s users/customers;
* Measuring all the activities performed in the organization;
* Systematization of decision-making on the basis of factual data;
* A process of continuous improvement in all of the organization’s posts; and
* Empowerment of all organization actors in a permanent search for excellence.

These two models suggest, with regard to the relation between the three terms "performance-productivity-evaluation", a systematic approach of performance management, insisting on the latter’s dynamic character. The manager’s attention is thus brought to the importance of evaluation mechanisms which he/she will have to establish at the level of personnel, administrative units, programmes, ongoing projects and the administration as a whole. But, in this dynamics, who does what? with whom? and how?

³ Benchmarking is a tool of quality improvement which defines itself as a means by which an administration compares its processes, products and services with those of the best administrations in the world.
**DIAGRAM 1: Causal Chain of Performance Indicators**

**“Public service users”**
- Efficacy
- Relevance
  - Conformity to users needs and priorities
  - Conformity with Government policies and priorities
  - Concordance with the efforts of other local or international partners

**“Internal processes”**
- Efficiency
- Ethics

**“Learning and development”**
- Ethics
- Training
- Versatility of personnel
- Self-evaluation
- Lessons and adaptation measures

Determination of Operational Objectives with a View to Improving Performance, Productivity and the Process of Evaluation, Mr Benjamin AMAMA Minister of Civil Service and Administrative Reform and Leon Bertrand NGOUO Permanent Secretary of Administrative Reform, Cameroon

**DIAGRAM 2: Performance Improvement and Total Quality Management**

**USER SATISFACTION WITH THE PUBLIC SERVICE**
- Citizen/user
- Administrative personnel
- Community (Public and society at large)

**POLICY AND STRATEGY**
Values, vision, missions, objectives, key processes, measurement systems

**MANAGEMENT AND PERSONNEL**
- Leadership and vision of the Management
- Accountable Civil Servants
- Team work and development of competences and synergies

**CONTINUOUS IMPROVEMENT OF PROCESSES AND CULTURE**
- Improvement with “small steps”
- Improvement by “breakthroughs”
- Reengineering
- Benchmarking

**PARTNERSHIP**
- Users
- Suppliers
- Partners

**ANALYSIS OF PROCESSES AND MANAGEMENT SYSTEMS**

**MANAGEMENT OF CHANGE AND SELF-EVALUATION**
- Improvement project implemented and measured
- Anchoring of change in public service culture

**Source:** Adapted from G.J. Balm, (1994); D. Crépin and R. Robin, (2001).
1.3. Actors in the process of objective and anticipated result formulation and of evaluation:

The question here is to identify, for the purpose of better management and development, individual and collective public service components involved in the process of building performance starting from the very design stage. The TQM approach gives a typology of such identification (Diagram 2). Five actors emerge from the logic of the TQM model. The role and responsibilities of each actor are given below:

1. **The civil and political community**: Administrative services should be a model of civic organization. Pressure or interest groups, and the public opinion in general, have now an influence on how public utilities are run, particularly with regards the respect for the *State of law* principle, and on the issue of environmental protection, to mention but these two examples. This community includes various partners such as civil society activists. Three main criteria are likely to hold the attention of this actor:

   - **Relevance of results**, with reference to the development situation or issues to be addressed or the needs to be met;
   - **The ethical behaviour of the administration**: observance of statutory texts and ethics peculiar to the various professional State bodies; and
   - **Durability of positive effects and impacts** arising from the achievement of the results expected.

2. **Citizens/Public service users**: From a managerial point of view, the satisfaction of users’ expectations is the only object of public services. Depending on the quality and delivery time of the service provided, this actor will or will not be satisfied with "his/her" public service and, in case of satisfaction, exert him/herself on its development. With his/her external glance over the public service, he/she happens to be a critical actor, both in the definition of strategic objectives (sector-based strategies, strategic development plan, …) of the public service and in the appraisal of results achieved. Three main criteria should hold his/her attention:

   - **Achievement of the planned results**, in the respect for time limits and at an acceptable cost;
   - **Adequacy of results**, in relation to expectations and/or needs; and
   - **Innovation and Creativity**: capacity of the public service to develop new products and services to meet emerging expectations.

3. **State Personnel**: the contribution of State personnel to the achievement of public service objectives is crucial. They are in direct contact with users in many cases. Besides, the control of costs, the quality of services, the respect for time limits and the development of innovation capacity within the administration all depend, to a significant extent, on personnel performance. In a continuous improvement process centred on process management, personnel’s role is essential, owing to their profound acquaintance with internal processes and their capacity to formulate recommendations about the changes to be introduced to enhance public service performance. Finally, the actual realization of elaborate

---

*In this connection, to strengthen this option, the President of the Republic of Cameroon pointed out, in his speech to the Nation on 31 December 2002, that "the public service has sometimes failed to adapt itself to the new democratic facts. It has maintained a directive-oriented attitude. The public service has to be in the service of the population and not the opposite [he forcefully underlined]".*

*CAFRAD/National Institute of Administration, Tripoli – Arab Jamahirya of Libya*
Determination of Operational Objectives with a View to Improving Performance, Productivity and the Process of Evaluation, Mr Benjamin AMAMA Minister of Civil Service and Administrative Reform and Leon Bertrand NGOUO Permanent Secretary of Administrative Reform, Cameroon

Action plans depend on the leadership of those among the personnel who are entrusted with responsibilities. To obtain excellent contributions of this actor, public administrations are today evolving towards the adoption of a system of evaluating their performance based on the results produced by every civil servant. Such approach is made operational by a process which is broadly outlined in three stages (ENAP, Quebec, 1984):

- **Precise determination and communication of what the senior expects from his subaltern:** the expectations communicated must be specific demands formulated by the senior official, within the strategies adopted by the administration, to the employee placed under his/her responsibility. Being peculiar to each post, the expectations communicated should take into account particular responsibilities of the employee, the objectives of his/her administration and the last appreciations he/she has received.

- **Review of expectations:** the review of expectations can be justified by changes in the job, following a significant restructuring, changes in the unit’s action plans, changes in the post’s environment (new needs, modified demands, …).

- **Overall evaluation of the employee’s contribution:** on the one hand, judgement should be of a formative character to concretely encourage the employee to maintain or improve his/her performance; on the other hand, the aim should be to estimate the aforementioned performance by examining all his/her achievements and behavior, with reference to the standards adopted with his/her collaboration. Here arises a definition problem with respect to efficiency standards which should take into account the specificity of the various jobs within administrative hierarchy. It is absolutely necessary, in this process, to involve the employee when defining expectations and adopting appropriate standards, to guarantee his/her full involvement in the implementation of the action plan. Finally, for more equity, this process necessitates taking into account the individual objectives of every employee in a perspective of human resources management.

4. **The suppliers of administration’s resources:** this actor is decisive in a performance management approach, insofar as any deal with him entails for the administrative unit concerned some kind of cost, i.e. delivery periods, non-quality charges and administrative management costs. Besides, at the ethical level, the supplier plays a key role in the respect of the principles and rules of procurement contract management. The administration increasingly appeals to external auditors whose findings influence the nature of reforms to be introduced, or the choice of the methodology to carry out ongoing reforms. With the development of Information and Communication Technologies (ICT), administrations may be compelled to resort to subcontracting certain administrative tasks to agencies specialized in data processing and telecommunication. This dimension takes even more importance for the quality of public service delivery. Another element to be raised with regard to suppliers concerns their role in financing the actions of certain administrations. A good many countries indeed have a voluminous debt arising from delays in the payment for services performed by suppliers a long time ago. In these conditions, the tendency to continue to grant supply orders to a key supplier who is in this situation becomes a decisive factor in administration’s performance.

5. **Development partners:** A good many international bodies - bilateral and multilateral financiers – intervene to support public service development, notably in Africa. Their contribution concerns both the designing of development of policies, programmes and

CAFRAD/National Institute of Administration, Tripoli – Arab Jamahirya of Libya
projects and of the processes of implementation, including in particular the allowance of necessary resources (human, material, financial). In most cases, these interventions are made according to a logical framework peculiar to every partner. This framework defines the principles of intervention, the anticipated results and the performance measurement system. Structural adjustment programs introduced into the African public service starting from the 1990s are very illustrative in this respect. The implementation of the various logical frameworks influences both the efficiency measurement system and the behaviour of the other actors of the process. This is effected in particular through:

- The choice of performance indicators;
- The methods of data collection and analysis;
- The follow-up of adopted action plans and the conditionality of releasing the granted support funds; and
- The roles and responsibilities of the various stakeholders.

With regard to the attainment of public service performance improvement objectives, one of the dominant points of interest of this actor, for the time being, is the importance it gives to the participative approach in the management of public affairs. As underlined by Peters\(^5\) (1995, p. 276), this management model which cuts with the authoritarianism of the bureaucratic approach, such as the Weberian model, proceeds from the basic assumption that the lower levels of [administrative] hierarchy conceal a whole pond of energy and talents, part of which we do not make enough use of, and that the personnel and customers, being closest to the production of goods and services in the public sector, are the best informed about programmes\(^6\). A World Bank study (1994, p. 256) concludes indeed that "the reorientation of policies can only have durable effects if it leans on the firm will of authorities and benefits from a wide support of the population".

In the fulfillment of its mission of general interest, with due concern for performance and productivity, the public service must not only produce services of quality for citizens (users), but also fulfill its obligations towards civil servants (the personnel it employs), the environment and other groups (including in particular suppliers and development partners) who participate in the achievement of the objectives pursued by the policies implemented. Taking into consideration the interests of every actor in the process of formulation of development objectives and evaluation of public service performance may contribute to the optimization of the gains expected in terms of quality improvement in public service performance.

Where do we stand vis à vis these evolutions in the African public service ?

2. **Inventory of Fixtures in the Determination of Objectives to Improve Public Service Performance:**

Following other administrations, the African public service engaged in the 1980s a series of reforms, with particular emphasis on a new conception of government and public sector roles. Some people suggest that this change of direction consisted, for the main part, in *modeling the functioning of public service on that of private companies*.

---


\(^6\) A good many authors maintain in fact that participation is the best means to motivate employees.
The underlying hypothesis in this orientation is that "if governments follow close on the heels of private companies, most of the problems would be resolved because the reforms so adopted all aim at ensuring a mode of governance which is at the same time competent, effective and democratic".\(^7\)

The application of this hypothesis found expression in the adoption of a result-centred approach in designing programmes and projects.

This part of the paper examines to what extent this approach was translated into concrete results with respect to the determination of objectives to improve African public service performance. The strategic planning of public action and the current continuous improvement initiatives in the public sector constitute the joints of this section.

Analyses made here will be strongly influenced by the experience of the Cameroonian public service, on account of the author’s familiarity therewith.

### 2.1. Strategic planning of public action:

The governments of numerous African countries worked out, with the support of the United Nations System and other bilateral development partners, National Governance Programmes (NGP), Poverty Reduction Strategy Documents (PRSD) and Sector-based or Ministerial Strategies.

In this international context of redefining the role of the State, and under the pressure of the economic crisis at the national level, the development of these planning tools was an opportunity to clarify the objectives of public policies, re-clarify the missions of public bodies in a logic of decentralization and redefine the methods of action of the various stakeholders in the implementation of the adopted plans.

**National Governance Programmes:**

As an example, the Cameroonian NGP is designed “to endow Cameroonians with a modern State, capable of enhancing their blossoming and of bringing durable solutions to their problems". To reach this goal, the programme pursues four strategic objectives, namely:

- The promotion of an effective and transparent management of the State ;
- The actual participation of the population in the management of public affairs and in development ;
- The consolidation of public sector/private sector/civil society partnership ; and
- The promotion of the State of law, with an equitable access to justice through an effective judicial system.

The programme covers six areas of intervention, grouped together around the above four objectives:

- Administrative reform ;
- Improvement of economic and financial management ;
- Fight against corruption ;

Determination of Operational Objectives with a View to Improving Performance, Productivity and the Process of Evaluation, Mr Benjamin AMAMA Minister of Civil Service and Administrative Reform and Leon Bertrand NGOUO Permanent Secretary of Administrative Reform, Cameroon

- Decentralization and improvement of basic service delivery;
- Participation of citizens, the private sector and civil society in the management of public affairs; and
- Reform of the judiciary.

Each area has specific, clearly defined objectives and an implementation action plan. Table 2 shows the specific objectives pursued by the three areas selected for the strategic objective: "effective and transparent management of the State”.

As an illustration, an extract of the action plan of the component "public administration", which groups together these three areas relative to "effective and transparent management of the State" is given in Table 3. This component is placed under the responsibility of the Minister of Civil Service and Administrative Reform, who is one of the Vice-presidents of the NGP Pilot Committee, chaired by the Prime Minister, the Head of Government.

To measure the objectives and results pursued as part of NGP implementation, the following three indicators (out of a total of 64 indicators selected by the overall PRSD) are recommended in the Cameroonian Poverty Reduction Strategy Document.

<table>
<thead>
<tr>
<th>Indicators</th>
<th>Data Source</th>
<th>Department in charge</th>
<th>Periodicity</th>
<th>Disintegration Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rate of detention pending trial</td>
<td>Prison Data Bank</td>
<td>MINATD/DAPEN</td>
<td>Month</td>
<td>National</td>
</tr>
<tr>
<td>% of cases tried out of those enlisted</td>
<td>Administrative summary</td>
<td>MINJUSTICE/CTS</td>
<td>Year</td>
<td>National</td>
</tr>
<tr>
<td>% of minors among prison population</td>
<td>Prison Data Bank</td>
<td>MINATD/DAPEN</td>
<td>Month</td>
<td>National</td>
</tr>
</tbody>
</table>

*Source:* Republic of Cameroon, mission of support for the implementation of a statistical mechanism to follow up and evaluate PRSD, p. 40.
TABLE 2: Intervention Domains of Cameroonian Ngp/“Public Service” Component:

<table>
<thead>
<tr>
<th>STRATEGIC OBJECTIVES</th>
<th>INTERVENTION DOMAINS</th>
<th>OBJECTIVES PURSUED PER DOMAIN</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Administrative reform</td>
<td>- to improve the organization of the State and government work ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to establish an institutional and legal framework of personnel management which is more flexible, diligent and transparent ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to improve the management of services and of administration/citizen-user relations ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to ensure the respect of deontology and professional ethics ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to improve the operation of institutions of control.</td>
</tr>
<tr>
<td>Administrative reform</td>
<td>Improvement of economic and financial management</td>
<td>- to restore a strategic, coordinated vision of economic and social policy by controlling the development, definition and coordination of economic and social policies in the short, mid and long terms ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to master operational management ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to systemize the control and evaluation of the implementation of economic, financial and social policies, programmes and projects ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to reform in depth the public procurement contract system.</td>
</tr>
<tr>
<td>Effective and transparent management of the State</td>
<td>Fight against corruption</td>
<td>- to set up a transparency and accountability system capable of reducing corruption opportunities and possibilities ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to carry out a vast campaign of education and moralization ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to set up mechanisms of corruption identification, prevention and repression ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to adopt specific penal regulations for corruption repression ;</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- to involve citizens from the private sector and civil society in the fight against corruption, side by side with the authorities.</td>
</tr>
</tbody>
</table>
### TABLE 3: Extract from the Action Plan of the “Public Service” Component of the Cameroonian Ngp

<table>
<thead>
<tr>
<th>No.</th>
<th>Programmes/Projects/Actions</th>
<th>Implementation Structure/Spearhead</th>
<th>Implementati on Deadline</th>
<th>Results obtained</th>
<th>Result Indicators at level of Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Improving the functioning of the State</td>
<td>Clarification of relations between PR and PM services in the follow-up of administrative affairs and development of concertation procedures</td>
<td>PM/PR Services</td>
<td>June 2001</td>
<td>Procedures drawn up</td>
</tr>
<tr>
<td>2</td>
<td>Development and adoption of the general principles of ministries’ organization</td>
<td>PM/PR Services</td>
<td>June 2001</td>
<td>Control of structures</td>
<td>Reduction of prerogative conflict instances between ministries (data collected by PM services)</td>
</tr>
<tr>
<td>3</td>
<td>Easing and rationalization of administrative procedures with respect to ministries’ missions</td>
<td>Min of Civ Ser &amp; Adm Ref/PM/PR Services</td>
<td>In progress (December 2001)</td>
<td>Legibility of administrative procedures</td>
<td>Rationalization of administrative procedures characterized by a reduction of steps with an added value (organizational audits)</td>
</tr>
<tr>
<td>4</td>
<td>Carrying out a study relative to the establishment of a dialogue framework between the State and its partners</td>
<td>PM/PR Services/Parliament</td>
<td>March 2001</td>
<td>Study effected</td>
<td>Appraisal of the dialogue framework experience (review of minutes/Act relative to dialogue, State polls and polls by its dialogue partners)</td>
</tr>
<tr>
<td>5</td>
<td>Redynamization of government concertation structures and fixation of their periodicity</td>
<td>PM/PR Services</td>
<td>June 2001</td>
<td>Improved government communication: Periodicity of concertations known and accepted</td>
<td>Appraisal of the concertation structure experience (review of minutes prepared for concertations/ State polls and polls by its dialogue partners)</td>
</tr>
<tr>
<td>6</td>
<td>Definition of the prerogatives of State Secretaries and Deputy Ministers</td>
<td>PR</td>
<td>June 2001</td>
<td>Prerogatives of State Secretaries and Deputy Ministers specified</td>
<td>Texts specifying their respective roles</td>
</tr>
<tr>
<td>7</td>
<td>Improving the management framework of reform programmes</td>
<td>Working out a text establishing operational links between committees in charge of reforms</td>
<td>Min of Civ Ser &amp; Adm Ref/MINEFI (CTS) PM/PR Services</td>
<td>March 2001</td>
<td>Strengthened capacities of reform management</td>
</tr>
<tr>
<td>8</td>
<td>Setting up a follow-up mechanism for the application of texts and reforms</td>
<td>Min of Civ Ser &amp; Adm Ref/PM/PR Services</td>
<td>March 2001</td>
<td></td>
<td>Identification of discrepancies between the target objectives, reforms proposed (contents and agenda) and corrective measures applied (review of implementation)</td>
</tr>
<tr>
<td>9</td>
<td>Improving the functioning of the public service</td>
<td>Finalizing the study on the nature and extent of devolution</td>
<td>Min of Civ Ser &amp;</td>
<td>June 2001</td>
<td>Study submitted</td>
</tr>
<tr>
<td>Activity</td>
<td>Responsible Authority</td>
<td>Date</td>
<td>Result/Outcome</td>
<td></td>
<td></td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>--------------------------------------------------</td>
<td>---------------</td>
<td>-------------------------------------------------------------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Determination of Operational Objectives with a View to Improving Performance, Productivity and the Process of Evaluation</td>
<td>Mr Benjamin AMAMA Minister of Civil Service and Administrative Reform and Leon Bertrand NGOUO Permanent Secretary of Administrative Reform, Cameroon</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Devolution of the public service at the central and territorial level and definition of the prerogatives of the various structures</td>
<td>MINAT/Min of Civ Ser &amp; Adm Ref/PM/PR Services</td>
<td>December 2001</td>
<td>Text project worked out Experience of devolution (evaluation). Easing access to basic public services. Improvement of their quality (data collected by the Ministry of Devolution of Service Delivery, survey of public service users’ satisfaction)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organization of devolved services of the territorial public service</td>
<td>MINAT/Min of Civ Ser &amp; Adm Ref/PM/PR Services</td>
<td>December 2001</td>
<td>Experience of devolution (evaluation). Easing access to basic public services. Improvement of their quality (data collected by the Ministry of Devolution of Service Delivery, survey of public service users’ satisfaction)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Drawing up concertation procedures between central and devolved structures</td>
<td>Min of Civ Ser &amp; Adm Ref/MINAT/PM/PR Services</td>
<td>December 2001</td>
<td>Concertation procedures drawn up Reduced periods of file processing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Participation of users in the improvement of administrative activities</td>
<td>Min of Civ Ser &amp; Adm Ref/MINAT/PM/PR Services</td>
<td>June 2001</td>
<td>Quality of service delivery improved Services more and more responsive to the demands and preoccupations of users (Statistics of customer service, customer evaluation)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Making the management of State personnel more flexible, diligent and transparent</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Review of the organization chart of the Ministry of Civil Service so as to integrate the devolution of everyday personnel management acts</td>
<td>Min of Civ Ser &amp; Adm Ref/PM/PR Services</td>
<td>June 2001</td>
<td>New organic text signed The level and composition of personnel is more easily adapted to public service demand (analysis of offer/demand statistics of devolved services)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>POE audit</td>
<td>MINEFI/Min of Civ Ser &amp; Adm Ref/PM Services</td>
<td>In progress</td>
<td>Auditor’s report</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Study on the devolution of career and pay management</td>
<td>Min of Civ Ser &amp; MINEFI/PM Services</td>
<td>June 2001</td>
<td>Master plan of devolved management of career and pay Improvement of service quality due to the devolution of career and pay management (survey on user satisfaction and civil servant motivation)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Identification and listing of political-oriented positions</td>
<td>Min of Civ Ser &amp; Adm Ref/ PM/PR Services</td>
<td>December 2001</td>
<td>List of political-oriented positions established and published</td>
<td>Publication of political-oriented positions</td>
<td></td>
</tr>
<tr>
<td>-----------------------------------------------------------</td>
<td>------------------------------------------</td>
<td>---------------</td>
<td>--------------------------------------------------------------</td>
<td>------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Drawing up a manual of procedures of personnel management</td>
<td>Min of Civ Ser &amp; Adm Ref</td>
<td>December 2001</td>
<td>Manual drawn up</td>
<td>Uniform treatment of personnel, both in central and devolved services (periodical review of work conditions)</td>
<td></td>
</tr>
<tr>
<td><strong>Strengthening public service capacities in designing, formulating and implementing policies and programmes</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Generalization of prospective, planning and programming structures in ministries</td>
<td>Min of Civ Ser &amp; Adm Ref/ MINPAT/PM/PR Services</td>
<td>June 2001</td>
<td>Decrees signed</td>
<td>Number of prospective, planning and programming documents produced by/number of civil servants working on/number of structures set up</td>
<td></td>
</tr>
<tr>
<td>Establishment of a system of data collection, production and publication and of information management</td>
<td>MINPAT/Min of Civ Ser &amp; Adm Ref/ MINEFI</td>
<td>June 2001</td>
<td>Reliable management data</td>
<td>Operational system</td>
<td></td>
</tr>
</tbody>
</table>

**CAFRAD/National Institute of Administration, Tripoli – Arab Jamahirya of Libya**
Government Department Strategies:

The development of five-year plans, adopted until the end of the 1980s, provided an opportunity to reflect on the ends of public action. Such reflection is being resumed, but without any process of strategic planning in some public actions (such as education, health, transport), where several ministries are involved, and in some sub-sectors coordinated by one and the same government department.

In their general architecture, the plans of a sub-sector should describe the missions of the government department in charge, the ends and objectives pursued and the programmes to be implemented to reach these objectives, as well as the expected results. Objective formulation should be preceded by a diagnosis description of the relevant sub-sector, pointing out its problems and prospects.

As an example, the strategy of the sub-sector "General Management of State Personnel and Cameroonian Public Service Organization", which comes under the Ministry of Civil Service and Administrative Reform, aims to:

- ensure the modernization of the Cameroonian public service;
- master, control and regulate the workforce of the Cameroonian public service;
- strengthen qualitatively and quantitatively the capacities of State personnel;
- follow up the management of State personnel;
- contribute to the reduction of unemployment rates in Cameroon; and
- strengthen good governance and anti-corruption measures in the public service.

The current strategy, which covers the period 2004-2006, is channeled through five strategic axes: i) review of the legal framework of the public service; ii) contribution to the fight against the poverty of civil servants; iii) improvement of the quality of public and semipublic service delivery; iv) improvement of the national situation of employment; v) strengthening collaboration with structures placed under the supervision of the Ministry of Civil Service and Administrative Reform, as well as with public and private partners involved in the relevant sub-sector.

These axes are translated into twelve (12) programmes with a clear definition of objectives, results expected (in the light of priority objectives for the relevant period) and the structures involved in the implementation.

Table 4 is an extract of the action plan of this ministry’s strategy, which presents five of these twelve programmes and the results expected from each of them.
**TABLE 4: Extract from the Strategy Action Plan of the Sub-Sector “General Management of State Personnel and Cameroonian Public Service Organization”, Ministry of Civil Service and Administrative Reform**

<table>
<thead>
<tr>
<th>PROGRAMMES</th>
<th>EXPECTED RESULTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improvement of Public Service Organization</td>
<td>* To assist the 35 government departments and 40 para-public bodies in drawing up their legal texts and organic framework ;&lt;br&gt;  * To establish an assistance fund for administrative reform.</td>
</tr>
<tr>
<td>Improvement of Public Service Organization</td>
<td>* To follow up the implementation of Organization and Strength Plans (OSP) in the 35 government departments and 40 para-public bodies.</td>
</tr>
<tr>
<td>Harmonization of Public Service Reform</td>
<td>* To draw up the master plan of administrative reform in the 35 government departments and 40 para-public bodies ;&lt;br&gt;  * To follow up the implementation of master plans developed.</td>
</tr>
<tr>
<td>Improvement of the Professional Environment of Civil Servants</td>
<td>To carry out 12 studies to draw up 12 standards of organization and equipment maintenance.</td>
</tr>
<tr>
<td>Improvement of Civil Servant Management by Objectives</td>
<td>* To take a triennial census of State personnel ;&lt;br&gt;  * To rationalize administrative procedure with respect to the recruitment of contractors ;&lt;br&gt;  * To increase by 10% annually the number of qualification-based recruitments.</td>
</tr>
</tbody>
</table>

These two examples, which could be completed by the presentation of the Poverty Reduction Strategy Document drawn up according to the same logic, clearly show the Government’s commitment to a result-centred performance management. This commitment is translated by explicitly stating:

* performance objectives for each programme or action ;
* performance indicators ; and
* follow-up and control methods.

Among these follow-up and control methods we may cite activity reports prepared by the various relevant officials and audits carried out by experts who do not belong to the administration. It is worthy of note here that the majority of projects selected in these various documents of strategic planning constitute criteria for the Economic and Financial Programme which Cameroon signed with the relevant institutions of the United Nations System (IMF, WB, UNDP, …).

2.2. Current initiative of continuous performance improvement:

Certain actions of the strategic plans presented above, drawn from the case of Cameroon, are specifically related to the continuous improvement of administrative work processes as they emerge from the logic of the Total Quality Management (TQM) approach. The aim is to draw up Administrative Procedure Manuals (APM) and define efficiency standards for civil servants, with a view to evaluating them on the basis of the results produced by each of them.
The introduction in the Cameroonian public service of the APM approach, following Instruction No. 003/CAB/PM of 24 January 2004, has three main objectives:

* To improve the reception and information of public service users;
* To strengthen the efficiency of the organization and the control of paperwork; and
* To promote the values of transparency and integrity within public services adopting job-based organization.

At the current stage of this project’s evolution, all government departments have created their Pilot Committee and the operational team in charge of its implementation. These authorities are ready to start work to produce a pre-manual of administrative procedures in their respective administrations between now and June 2006, according to a methodology adopted in the spirit of the TQM approach.

Drawing up efficiency standards for administrative personnel is at the heart of any result-centred performance management, as presented in the first section. In Cameroon, the general regulations of the Civil service have already incorporated the principle of evaluating civil servants on the basis of the results produced. The Decree of the Prime Minister, the Head of Government, No. 2001/108/PM of 20 March 2001 establishes the methods of implementing such evaluation. However, the application of these methods comes up against a major difficulty: i.e. the determination of the standard that would allow for a decision on the quality (evaluation) of the results produced by a civil servant at the end of a given period, taking into account in particular the specificity of the “job position” which he/she occupies. The project is still at the stage of finalization of its terms of reference.

The implementation of this project will mark a decisive turning point in the performance improvement effort within the Cameroonian public service, so much so that it is pressing to provide an answer to some questions, like the ones pointed out by Pollitt (1995, p. 205), namely: “How should we evaluate highly ethical standards on the basis of efficiency? What level of additional corruption should we tolerate to stimulate an innovation and enterprising level that still needs to be determined? How many mistakes and inaccuracies should we consider as acceptable with a view to providing a quicker service? What level of injustice should we accept in the name of local freedom of action?

These two illustrative projects of a dynamic public service engaged in a performance management policy provide an opportunity to consider the realities of running administrative reform projects. Such realities are marked by differentiated evolution rates within administration units, as well as by various resistances, objective readjustments and a continuous search for “how to do it better”.

3. Strategy of Maintaining Good Performance in the Public Sector With Good Evaluation Methods:

From the managerial point of view, the Total Quality Management (TQM) approach illustrated by Diagram 2 propounds the links on which any result-centred performance management process should be based. According to this approach, to maintain a good performance within a service is a constant and continuous effort which must be the main preoccupation of the public administrator in charge of managing his/her administrative unit. In this connection, there are techniques underlying various tools intended to ensure their effective implementation; Diagram 2 enumerates three. There are also specialists, both within and without administrative units, whose job is to help managers to make the best possible use of these tools.
The outlined inventory of fixtures shows that the commitment of African public service to move from theory to practice is undeniable. Strategic plans incorporating these preoccupations have already been worked out.

However, as already evoked with the development of the efficiency standard project in the Cameroonian public service, there arises a problem regarding the choice of evaluation methods, which should be addressed.

Already the preponderant “non-financial” character of indicators (and it is not surprising in the public service) selected both in the causal chain (Diagram 1) and the TQM model (Diagram 2) is striking:

* Quality of service and processes;
* Satisfaction of citizens, users of public services;
* Innovation potential, flexibility of service delivery.

In this respect, three main types of difficulties must be addressed when applying these models:

* Access to relevant information to appraise the degree of satisfaction of each indicator may prove difficult and even very costly;
* Provision of efficiency standards which take into account, on the one hand, the non-quantitative character of these indicators and, on the other hand, the specific characteristics of the various job positions within the public service, in a logic of competence management; and
* To provide for a theoretical framework which allows for an operationalization of measures in the logic of good governance within the public service.

Moreover, evaluation must emphasize not only external measures of efficacy, but mainly their relation to internal processes.

The literature in the field stresses in this respect that an ideal diagram, “utopian to a great extent”, would require a coherence between (i) the individual dimension (a leader’s performance evaluation for example), (ii) the results of administrative structures and (iii) the efficiency of sector-based policies, an efficiency measured by impact indicators (H. Guillaume, G. Dureau, F. Silvent, 2002, p. 87).

These difficulties do not, however, constitute an insurmountable obstacle. The introduction of these new approaches is, besides, quite recent in the African public service. Lessons from efforts already deployed point out some elements which participate to the pursuit of the objective of maintaining performance with good evaluation methods. Here are some:

* Making the objectives of public policies explicit, which denotes a kind of responsibility with regards the citizen/user;
* Displaying the expected results, which represents a significant commitment on the part of ministries;

---

8 A study carried out as part of establishing a statistics mechanism of follow-up and evaluation of the Cameroonian PRSD reveals that “the reliability of the rare and unconfirmed administrative statistics produced and the length of their production period makes them rarely used for a permanent follow-up of fight against poverty” (2005, p. 7).
Determination of Operational Objectives with a View to Improving Performance, Productivity and the Process of Evaluation, Mr Benjamin AMAMA Minister of Civil Service and Administrative Reform and Leon Bertrand NGOUO Permanent Secretary of Administrative Reform, Cameroon

* Activity reports of government departments, which have become a must rigorously observed by the Services of the Prime Minister;
* Powers of General Inspectorates in terms of financial control and performance evaluation are strengthened in the organic texts of ministries;
* Adoption of a new budgetary nomenclature worked out in the logic of a result-based management (Example of Cameroon);
* Establishment of anti-corruption committees within government departments (Example of Cameroon).

CONCLUSION:

Great innovations are taking place in the African public service with a view to improving their performance, by adopting result-centred approaches in favour of the citizen/user of public services.

National governance programmes, sector-based strategies and poverty reduction strategy documents have been drawn up, respecting the principles of this approach and according to a participative process in numerous African countries.

Gathered together in Paris in February-March 2005, within the framework of the forum on “The Effectiveness of Development Aid”, ministers from developed countries, development partners, and from developing countries committed themselves to partnerships that contribute to the strengthening of these alignment efforts based on the principles of result-centred management.9

Nevertheless, as globally noticed in the literature with respect to the anchoring of these reforms, critical questions remain without an answer. As far as the overall performance improvement in a service or an administrative unit, it is necessary, by way of an example:

1. to clearly define efficiency indicators for the various job positions;
2. to establish quality standards for service delivery to citizens/users; and
3. to work out a legal framework that allows for the use of the measures effected.

---

9 Commitments made involve five points: *appropriation* (partner countries would exercise a real control over their development policies and strategies and undertake the coordination of development-support action); *alignment* (donors base all their support on national development strategies, institutions and procedures of partner countries); *harmonization* (donors’ actions have become better harmonized and more transparent); *result-centred management* (to manage resources and improve decision-making processes with a view to achieving results); *mutual responsibility* (donors and partner countries are responsible for the results achieved in terms of development).