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Introduction

In recent times, a lot of attention has been directed to the decline in ethics and professionalism in the public service; a situation that calls for measures to be undertaken not only to reverse the trend but also to reposition the African public service so that it is able to cope with the challenges of the 21st century.

2. One of such measures is the implementation of a project titled “mainstreaming Public Sector Professionalism and Ethics in Africa: the Charter for Public Service in Africa.” Formulated, pursuant to the adoption of the Charter for Public Service in Africa at the 3rd Pan African Conference of Ministers of Public Service held in Windhoek in February 2001, the project seeks to assist governments, civil society and private sector organizations in Africa to develop national strategies for mainstreaming professionalism and ethics in the public sector. The project is financed by the United Nations Development Programme, UNDP and executed by the Department of Economic and Social Affairs, UNDESA.

3. A major component of the project is a workshop on Mainstreaming Ethics and Professionalism in the Public Service. The workshop, which took place from 1-3 December, attracted participants from public service organizations, anti-corruption and watchdog institutions, management development institutes, MDIs, as well as regional and international bodies. It was held at the United Nations International Conference Centre, ECA, Addis Ababa, Ethiopia.

4. The succeeding paragraphs focus on the workshop objectives, the list of participants, and the discussions that took place at plenary sessions and in working groups, as well as the conclusions and recommendations. The conclusions and recommendations are appended as Annex 1.

Background and Workshop Objectives

5. A workshop on strategies for mainstreaming professionalism and ethics in the African Public Service was organized by UNDESA/DPADM in collaboration with the UNDP, ECA, and other partners at the United Nations International Conference Centre, ECA from 1 to 3 December 2004. The workshop attracted a total of 20 participants, and 11 observers. Among the participants are senior civil servants, directors-general and staff of management development institutes, and representatives of regional and international organizations. Annex 2 is the list of participants.

6. The objectives of the workshop are to:

(a) promote a common understanding on measures and strategies for mainstreaming professionalism and ethics and for combating corruption in the African public service;
(b) underscore the role of management training institutions in disseminating the conclusions and recommendations of the workshop, in particular, and good practices in public service professionalism and ethics in general;

(c) review existing strategies by training institutions in imparting in elected and career officials as well as civil society actors knowledge of good practices in professionalism and ethics;

(d) identify the material already developed at the national, regional, and global levels with a view to assessing their relevance, and generally validating their usefulness and effectiveness in efforts at propagating standards of acceptable conduct in the public service and society at large;

(e) select from the existing stock of material those that could be refined and developed into training kits, prior to being translated into the main languages of the African Union and the main languages of the various sub-regions;

(f) recommend strategies for integrating the training kits into ethics training and broader dissemination programmes; and

(g) recommend follow-up measures and identify the role of national, regional and international institutions in the implementation of supporting activities.

7. The Workshop was organized around three core areas discussed in ten plenary sessions (excluding the opening session). Each plenary session was followed by participants’ comments and plenary discussions.

**Formal Opening**

8. The workshop was formally declared open on Wednesday, 1 December 2004. The opening ceremony featured statements from the collaborating institutions, i.e., the UNDP, the Commonwealth Secretariat, the World Bank, the AU, ECA, and UNDESA.

9. In a statement delivered on behalf of Mr. Modibo Toure, the UNDP Resident Representative in Ethiopia, Mr. Jamshed Kazi highlighted some key issues and the broad challenges facing the African Public Services. He also outlined the UNDP Ethiopian Office’s support to numerous projects in various areas. According to him, an effective response to the challenges of efficiency, responsiveness, transparency and accountability in public services would determine the extent to which Africa was able to meet the MDGs. He drew the participants’ attention to Resolution 57/277 and underscored the relevance of efficiency, effectiveness and public service integrity to the challenges confronting LDCs as well as post-conflict countries. Unless due attention was given to the issues of professionalism and ethics, efforts at promoting the development of the nascent private sector and civil society structures and at enhancing the quality and standards of services delivered by government agencies were unlikely to succeed.

10. Mr Kazi particularly stressed the need to mainstream public service professionalism and ethics as an integral part of efforts at engaging all governance partners in African countries, and as a means of building a culture of integrity and combating corruption.
Towards this end, he underscored the need to involve the ‘next generation of leaders’, i.e., the youth, in ethics mainstreaming and anti-corruption efforts. He further noted that the strategy applied by countries in structuring their public service incentives system was critical to the success of anti-corruption campaigns. He consequently stressed the need for the payment of adequate salaries and the entrenchment of the fundamental values of service, transparency, and accountability in the public service. Equally important is strong political commitment to public integrity. Above all, attitudes in society at large need to be critically reoriented towards ethics, professionalism and integrity.

11. Mr Kazi underscored the need for the empowerment of women, and for a public service that is genuinely representative of society in which it operates. He opined that there was a case for gender equity for employing more women, as women tend to be more accountable than the men.

12. Mr. Kazi moved on to highlight the fruitful partnership that the UNDP Country Office had forged with Ethiopian Government. This partnership has, in his view, tremendously aided the process of public service reform since 1996. Among the notable achievements of the partnership are:

- The establishment of the Center for Women in Management at the Ethiopian Civil Service College – a Centre that is mandated to, inter alia, enhance the capacity and increase the number of women in the civil service;
- Inauguration of pilot client-oriented surveys in key ministries to ascertain the quality, timeliness, and effectiveness of public service delivery; and
- The implementation of a result-oriented Leadership Development Programme designed to induce behavioural change in tackling HIV/AIDS, enhancing leadership skills and boosting capacities within the civil service.

13. Ms. Noreen John, representing the Commonwealth Secretariat, noted that the issue of enhancing workable approaches and mechanisms for promoting ethics and accountability in public services in Africa is of profound relevance to the Secretariat’s mandate, particularly, the mandate conferred on it by the Commonwealth Heads of Government to promote good governance among member countries.

14. She commended the organizers of the workshop, noting that the workshop builds upon other initiatives that the Commonwealth Secretariat has been supporting in the region. She further observed that the workshop offered a unique opportunity to learn from, and share, best practices in public sector management in terms of what works and what is critical to efforts at mainstreaming ethics and professionalism in the public sector. She added by noting that the workshop would enable the participants to appreciate and understand the realities and constraints in attempts at advancing the cause of public service ethics and professionalism. She was delighted that her organization, the Commonwealth Secretariat, was associated with the endeavour. She expressed the view that her participation at the workshop would afford the Secretariat an additional opportunity to strengthen strategic partnerships.
15. In his own statement, Mr. Stephen Ndegwa, of the Public Sector Governance Unit of the World Bank, informed the meeting that the Bank’s initiative on ethics and professionalism in the public sector emanates principally from two sources. First, it stemmed from a realization of the inherent limitation of reform programmes based solely on legal rational/technical solutions. Second, the Bank was increasingly acknowledging the fact that there are important universal values that should be integrated into public sector reform in Africa. Among these are the values of equality, justice, transparency and accountability.

16. Mr Ndegwa continued by informing the workshop that the Bank’s on-going initiative was focused on developing frameworks based on comparative experiences to guide pilot projects to integrate ethical and professional norms in public sector reform programmes in African countries. The Bank considers leadership – at various levels – as critical to modeling ethical conduct and to ‘transforming’ organizational cultures in the public sector.

17. He concluded that the World Bank was keen to collaborate with African-based institutions and networks as well as bilateral and multilateral organizations such as the United Nations (UNDESA), the ECA, the AU and others to promote and enhance the standards of ethics and professionalism in public sector. He was particularly delighted to note that the theme of the workshop accorded with the Bank’s intention to strengthen the public service profession as a community of practice.

18. Ms Rita Amukhobu, Political Affairs Officer in the Political Affairs Directorate of the Africa Union Commission, conveyed the Commission’s goodwill message to the workshop. She highlighted the importance of professional ethics in the public service, and commended the efforts of the Pan African Conference of Ministers of Public Service in adopting the Charter for the Public Service in Africa. She informed the participants that the theme of the workshop accorded not only with the Constitutive Act of the Africa Union but also with the AU’s programme on good governance. She reminded the participants about the role played by the defunct Organization of African Unity (now Africa Union) in steering the processes leading to the adoption of the Convention Against Corruption.

19. In his own statement (delivered on his behalf by Mr Jide Balogun), Mr Guido Bertucci, Director, Division for Public Administration and Development Management, the UN Department of Economic and Social Affairs (UNDESA), welcomed the participants to the workshop. He drew the participants’ attention to the Charter for Public Service in Africa adopted by the Third Pan African Conference of Ministers in 2001. He also reminded the participants of the contributions made by the Regional Bureau for Africa of the UNDP (UNDP/RBA), which provided the resources needed to implement projects complementary to the Charter.

20. Mr Bertucci provided a clear justification for the ethics mainstreaming efforts by citing a World Bank source that put the loss attributable to corruption world-wide at an estimated cost of $1 trillion annually. He argued that unethical and unprofessional
behavior constitutes a major hindrance to the realization of economic growth, poverty alleviation, good governance and overall development objectives. In his view, efforts at reaching the MDG targets and achieving the NEPAD’s objectives were in grave danger for as long as public service reforms did not vigorously entrench ethical and professional norms in public officials.

21. The DPADM Director advised participants to take the opportunity offered by the workshop to examine and learn from good practices in the implementation of the African Public Service Charter, and of anti-corruption as well as “customer care” initiatives in a number of African countries. Particular attention ought to be paid to approaches and mechanisms applied in the reforming countries to revitalize internal operating and external service delivery processes, and, by so doing, reduce the scope and ‘opportunities’ for corruption.

22. The Director of the DPADM urged the participants to strive to reach a consensus on, at least, four key issues:

- Ethics mainstreaming strategies;
- The role of management development institutions in the implementation of the strategies;
- The attributes of the material to include in-training packages; and
- Post-workshop networking, and project-based, follow-up activities.

23. Mr Bertucci concluded by highlighting the contributions of a number of organizations to public service reform efforts in Africa. These organizations include African Public Service Ministers, UNDP, CAFRAD, and ECA among many. He also expressed UNDESA’s appreciation for the support it has received from the UNDP/RBA, the World Bank, the Commonwealth Secretariat, AAPAM, and the African Capacity Building Foundation, among others.

24. On behalf of the Economic Commission for Africa (ECA), Ms Jennifer Kargbo, the Officer-in-Charge (OIC) of ECA-DPMD, commended the UN Department of Social and Economic Affairs for making possible the organization of the meeting – a meeting bringing together professionals from different backgrounds to reflect upon and find common ground on how to address a subject so critical to the African public service’s performance. She stated why professionalism and ethics were so important to the work of the African public service. She indicated that an effective and responsive public service was a critical component of the concerted effort that governments needed to apply to reduce poverty and to meet the Millennium Development Goals (MDGs). According to her, the notions of professionalism and ethics conjure vital principles of consistency, fairness, honesty, integrity and responsiveness in public service organization. These are among the important principles to consider in mainstreaming professionalism and ethics in the African Public Services.

25. Ms Kargbo was delighted to note that as a demonstration of commitment to public integrity, many African government ministers gathered in Windhoek to adopt and launch
the African Public Service Charter. She informed the meeting that promoting good governance in all its dimensions is an important area of the work of ECA. As a governance agenda, the issue of professionalism and ethics for enhanced public service delivery must be considered within the context of strategies to promote accountable and effective public service institutions. She was of the view that an efficient, accountable, responsive and citizen-oriented public service is an indispensable ally in the struggle to reduce the magnitude and level of poverty on the African continent. Noting that the workshop theme was topical and relevant, she formally declared the event open.

First Plenary Session, Wednesday, 1 December 2004

Topic: Public Service Ethics and Professionalism: Mainstreaming Challenges and Strategies in Anglophone and Francophone African Countries

Resource Persons: Dr Massoud Omar, and Mr Pierre Vincent Ngambo Fondjo

Chair: Ms. Jennifer KARGBO, ECA

26. The first substantive session featured two presentations (by Dr Massoud Omar and Mr Pierre V.N. Fondjo) on the strategies adopted in Anglophone and Francophone African countries in mainstreaming public service ethics and professionalism.

27. Dr Omar began his presentation by defining ethics – a concept that he equated with a set of standards for judging actions to be right or wrong, or a body of rules governing social and professional conduct. In the public realm, ethics has to do with the willingness to serve the public – a willingness that is reinforced by competence, efficiency, honesty, loyalty, responsibility and accountability.

28. Dr Omar examined the rationale for the growing interest in the subject. According to him, ethics began to attract attention due to the increasing cases of corruption, the shortfalls in service delivery capacities, the ineffective management of public programmes, and the consequent decline in living standards.

29. While acknowledging the importance of training in mainstreaming ethics and professionalism, Dr Omar held that the conditions prevailing in each country ought to be taken into account to determine what other measures (besides training) needed to be considered as part of a comprehensive strategy. He noted, in particular, that an “ethics infrastructure” was essential, and this required that attention be paid to the establishment of a system of rules and sanctions, as well as a proper reporting and witness/whistleblower protection procedure.

30. Once the appropriate infrastructure was firmly in place, Dr Omar felt that ethics and professionalism training would not only sit comfortably on a sound foundation but would also serve a useful purpose. At the very least, training should help to consolidate the foundation, and should expose all the actors to the rules and the practices essential to insuring the whole edifice against disintegration.
31. Dr Omar cited instances whereby religion was used as a cover for grossly immoral (indeed, profane if not blasphemous) actions. He also acknowledged the role of Islamic and Christian clerics in exposing wrongdoing in high places and citing religious traditions in support of good governance. The challenge ahead, he noted, was how to de-link faith from material pursuits, a challenge that becomes increasingly daunting as “prosperity” theology takes hold.

32. Dr Omar agrees with the view that ethics and professionalism training programmes should, among other things, aim 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 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 the exchange of ideas and the sharing of experiences on matters pertaining to public service integrity, accountability, responsiveness, transparency, and “customer-service orientation”;
- highlighting, with the assistance of philosophical, religious, and empirical works, acceptable standard of conduct by public officials in matters pertaining to arbitration between or among conflicting values, allocation of resources, delivery of services, interpretation of rules, etc.1

33. With regard to the content of ethics training programmes, Dr Omar recommended including the following topics, among others:

- ethical dilemmas confronting public officials;
- methods/approaches in resolving the dilemmas;
- obstacles to professionalism (including personal and external interferences with professional choices);
- the tension between “legal” and “right” conduct, or between mischievous rules application and ethical judgment);
- promoting ethics and professionalism through the enhancement of service quality and standards;
- the religious-ethics interface (including contrasting the benefits of religious injunctions/guidance with the risks of sectarianism, and tracing the impact of the interface on public service professionalism and esprit de corps).

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34. Dr Omar concluded by identifying the methodologies to apply in delivering training programmes. These include the lecture, the interactive and the small group discussion methods.

35. The second paper was presented by Mr. Fondjo. The paper noted that the efforts made in the recent past in many African countries to reform the public service had limited impact. The paper examined the methods and strategies adopted in implementing the reform programmes, and suggested that they be critically reviewed. It also wondered if there was any strategy in place to mainstream ethics and professionalism in the public service of Franco-phone African countries.

36. The paper defines ethics simply as a body of rules and code of conduct. Professional rules are meant to enhance and sustain professional standards. The paper further argues that promoting the cause of professionalism entailed taking measures to impart knowledge in public officials, to channel their attitudes toward the good of the public, and to ensure that in their day-to-day behaviour they serve no interest except that of the collectivity.

37. Mr Fondjo noted that the tools currently applied in conducting training programmes faced severe constraints. Among these tools are case studies, lectures, study tours, distant education and web-based training programmes. He further argued that training needs were seldom established and target groups identified before programmes were organized. The capacity limitations in the training centers also received his attention. Until these limitations were addressed, the impact of training programmes would continue to fall below expectations.

38. Mr Fondjo proposed measures for strengthening the capacity of training institutions and enhancing the impact of their programmes. He particularly underscored the need for:

- the design and conduct of training of trainers programmes;
- the preparation of relevant training material (including compilation of database of good practices in public service ethics and professionalism);
- clarification of training objectives, careful assessment of training needs, and identification of target groups; and
- proper scheduling of training programmes.

39. Like the first presenter (Dr Massoud Omar), Mr Fondjo identified the topics (or modules) that should form part of ethics training programmes. These are:

(a) ethics and values (including the prevailing cultural values and public service professional ethics);
(b) the legal framework (for ethics and professionalism);
(c) measures for applying and monitoring compliance with, and/or deviations from, legal provisions.
Participants’ comments

40. The participants’ comments on the two presentations are as follows:

(a) A universal definition of ethics is not important; what is essential is a broad measure of consensus on each nation’s understanding of right and wrong, as well as consistency in the enforcement of the applicable rules;
(b) Public officials could hardly be expected to abide by and uphold high ethical and professional standards so long as they are inadequately remunerated for the services they are required to provide;
(c) While religious injunctions should, in ordinary circumstances, have a positive influence on the choices that public officials make, due caution should be exercised in playing the religious card - lest sectarianism becomes entrenched in state institutions and, in the process, undermines discipline, esprit de corps, and the very foundation of professionalism;
(a) Public servants are social animals, and are therefore liable to respond to cues received from civil society, including, faith-based, groups;
(d) Public service ethics and professionalism cannot be isolated from the prevailing environmental influences and values;
(e) Leadership is critical to the success of efforts aimed at strengthening ethics and professionalism;
(f) The media and other civil society institutions have a major role to play in monitoring the enforcement of ethical and professional standards;
(g) Character matters in deciding on the content of ethics training programmes and in implementing ethics mainstreaming strategies.

Workshop recommendations

41. In light of the preceding observations, the workshop recommends that:

(b) Ethics and professionalism should be integrated in public service training programmes, and the programmes should address “training-responsive” issues such as individual civil servant’s knowledge of rules and codes of conduct, the nature and type of skills and competence required in undertaking tasks, and interpersonal as well as “customer relations” skills;
(c) The training needs of various target groups (e.g., political and administrative leadership, senior and middle-level career officials, and front-office service delivery agents) should be duly established before the commencement of training activities;
(d) Training in ethics and professionalism should build on the existing body of material, particularly, the material generated by the African Association for Public Administration and Management (AAPAM) at its Roundtable conferences on ethics and values;
(e) The anti-corruption agencies, civil society organizations and MDIs should collaborate on the design, implementation, and financing of a major research study on character training methods and techniques;
(f) Since character formation starts early, the family, the educational system and the clergy should be encouraged to help shape the character of the youth, i.e., the future leaders and public servants;

(g) The performance and impact of institutions that have the capacity to influence individual behaviour (rules and regulations, ombudsman, anti-corruption agencies, and whistleblower protection programmes) should be constantly monitored;

(h) To minimize “opportunities” for corruption, service delivery systems and processes should be constantly reviewed and bottlenecks to operational efficiency eliminated.

Second Plenary Session, Wednesday, 1 December 2004

**Topic:** Popularizing Ethics and Professionalism in Civil Society: Strategies for the Design and Dissemination of Public Information Kits for Francophone and Anglophone African Countries

**Resource Persons:** Ms G Mbaya and Professor Jacques Mariel Nzonkeau

**Chair:** Mr Steve NDEGWA, The World Bank

42. The second plenary session discussed modalities for popularizing ethics and professionalism in civil society and the strategies that could be applied to design and disseminate public information kits for Francophone and Anglophone African countries.

43. Two papers were presented at the session. The first (by Mrs G. Mbaya) examines the trends in popularizing ethics and professionalism in Anglophone Africa’s civil society organizations. The second paper by Professor Jacques Mariel Nzonkeau focused on the situation in Francophone Africa.

44. In her presentation, Mrs Mbaya cited examples of efforts made in Kenya and Cameroon to combat corruption and argued that what was required above every thing else was an “ethical culture”. She further insisted that civil society must appreciate the factors sustaining corruption and come to an understanding on how to deal with them. By way of illustration, she drew the workshop’s attention to the fact that increase in the remuneration of the Kenyan police had marginal or no impact on the level of corruption. If poor remuneration was not the “cause” of corruption, what was? Mrs Mbaya spent some time on the impact of African traditional values, and in particular, the culture that encouraged exchange of gifts and favours. She informed the workshop about a whistle-blower protection bill that was under consideration in Kenya’s parliament.

45. Mrs Mbaya’s paper examined the challenges in the development of ethics training kits. She recommended that the Management Development Institutes subject their curricula to critical review with the aim of integrating ethics and professionalism in their programmes. This would require the MDIs to respond to a number of challenges, among
them, the kind of material to include in the training kits (including the choice of pertinent case studies), the adult-learning methods to apply in imparting ethics knowledge in different target groups, and the instruments to use in evaluating the impact and effectiveness of training programmes.

46. Professor Nzonkeu’s paper (presented on his behalf by Mr. Fondjo) focuses on the ethics popularization trends in Francophone African countries. The paper begins with a definition of civil society, and includes in this category diverse organizations that are not part of the state apparatus.

47. The paper observes that while the state used to be regarded as the main (if not the sole actor), the enormity of the challenges confronting African countries dictated that it shared its role with civil society. However, civil society remains to-date a fragile and relatively weak and underdeveloped institution in many countries. It is dependent on others for financial sustenance, thus undermining its autonomy, and its capacity to initiate policy. This notwithstanding, the paper cites examples (from Benin, Burkina Faso, Mali, and other west African countries) of civil society bodies playing useful advocacy roles.

48. The paper concludes by seeing a role for civil society in ethics and professionalism mainstreaming. If the financial, institutional, and capacity constraints facing civil society organizations could be realistically addressed, they should be in a position to complement the role of other watchdog institutions.

Participants’ comments

49. Before throwing the subject open to discussion, the session Chairperson noted that both presentations highlighted a number of issues, particularly, the persistence of impunity, the fragility of civil society institutions, and the need to strengthen these institutions so they could perform vital watchdog functions and push the ethics mainstreaming agenda.

50. In general, the session highlighted the need to involve civil society in the mainstreaming agenda because of its interface with the grass root and the momentous challenges confronting government in getting the people to subscribe to modern, largely alien, administrative norms. The session also highlighted the importance of identifying trainable issues from those that were non-trainable. This entailed focusing on three levels. The first, the macro level, includes institutions, rules, procedures and processes having bearing on ethics and professionalism. The second (meso) level is that at which job related issues and public service ethics and professionalism are identified. The third (micro) level focuses on the extent to which individual performance accords with the principles of ethics and professionalism as stated in the Charter. Most participants observed that few individuals know anything about the Charter; few African countries have designed codes of conduct, and fewer still, know the process of drafting such codes. A significant number of countries that have promulgated public service codes do not have the appropriate enforcement mechanisms.
51. The participants’ comments may be summarized as follows:

(a) Civil society institutions are currently too weak and fragile to perform the essential ethics advocacy and watchdog roles;
(b) Unlike in other parts of the world where civil society and professional associations engage in anti-corruption and civil service reform activities, most of the civic bodies in African countries focus on broad governance and democratization issues;
(c) In a few Francophone African countries, partnership between the state and the film industry has led to the production of television footages and film clips sending powerful anti-corruption messages to civil society;
(d) Civil society must start by reforming itself, and then proceed to spread the message of merit, professionalism, integrity, transparency and clean government;
(e) Civil society bodies must decide whether to be classified with independent reformers or as the “unofficial opposition” and “government-in-waiting”;
(f) It is not enough to “consult” with civil society when embarking on change; it is imperative that civil society be actively engaged throughout the change cycle - from the conception, through the options identification, to the legitimization stages.

Workshop recommendation

52. The workshop recommends that:

(a) Training institutions should, through their research, technical advisory, and training programmes, assist in strengthening the ethics advocacy, civic education, and watchdog capacities of civil society organizations; and
(b) School curricula should incorporate character formation components (with emphasis on the inculcation of such attributes as altruism, public-spiritedness, courage, endurance, honesty, and craving for excellence).

Third Plenary Session, Wednesday, 1 December 2004

Topic: The Charter for the African Public Service: Highlights and Training Implications

Resource Person: Jide Balogun

Chair: Mr Tunde KASALI, Office of Secretary to the Government of the Federation of Nigeria

53. The only presentation made at the third plenary session highlighted the training and non-training implications of the Charter for the African Public Service in Africa (hereafter referred to simply as “the Charter” or the “African Public Service Charter”). Drawing on a paper that was prepared in February 2001 for the Third Pan African
Conference of Ministers of Public Service on strategies for implementing, and monitoring the performance of, the Charter, Mr M J Balogun concluded that the Charter’s training implications were insignificant relative to the institution transformation demands.

54. He began his presentation by identifying broadly four classes of needs that public service charters should fulfill. These are the needs of:

(a) the citizenry at large;
(b) the “customer” of specific agencies or the “consumer” of fairly well-defined services or products;
(c) the Government, both as a delegate of the people, and as an employer of labour; and
(d) the average civil servant.

55. While all these stakeholders have rights in relation to one another, they also have obligations. It is in the process of balancing the rights and the obligations of one vis-à-vis other stakeholders that charters play a vital role. In normal circumstances, therefore, a charter ought to set forth the rights of each party to the compact against its obligations.

56. Using the preceding analytic framework as a point of departure, Mr Balogun traced the antecedents to, and the logic underpinning, the formulation of African Public Service Charter. He then took the participants through the three main Chapters into which the Charter is divided. The first (the General Provisions chapter or Title I) states the purpose, scope and applicability of the Charter, defines the key terms, enunciates the fundamental principles of the public service, and spells out the rules governing relations between the public service and its clients.

57. Mr Balogun cited concrete examples of conduct that either accorded with, or radically departed from the principles and the service delivery rules enshrined in the Charter – particularly, the principles of equality of treatment, neutrality, legality, and continuity, and the guidelines on proximity and accessibility of services, client participation, quality, effectiveness, and efficiency, transparency, reliability and confidentiality of information.

58. Still on the first Chapter, Mr Balogun drew the participants’ attention to the Charter’s stipulations on how to conduct the relations between the public service (that is the Government or the State, as an employer), and the public servants (as employees). Again, he illustrated the key terms introduced in the Charter with examples from day-to-day conduct of public business. Thus on recruitment and promotion, he noted that where jobs go only to the politically well-connected or to friends and relatives of senior officials, no amount of sermonizing would help entrench the values of integrity and professionalism. He further highlighted the issues of staff training and development, motivation, remuneration, physical safety, working conditions, and security of tenure.

59. Mr Balogun highlighted the importance of the code of conduct outlined in Chapter (or Title) II of the Charter. He focused, in particular, on the ethical and professional standards that public officials are required to meet, e.g., integrity and moral rectitude,
avoidance of conflict of interest, declaration of assets, political non-partisanship, and reticence in handling official information. He contrasted these with conduct that clearly fell on the other side of rectitude. Proceeding from the underlying assumption that public service professionalism entailed placing one’s education, skills, and competencies at the service of none except the public, Mr Balogun provided illustrations of day-to-day behaviour that might fall short of this ideal. Specifically, a public servant would be acting unethically and unprofessionally if s/he:

(a) turns public office into a “business opportunity”, i.e., an opportunity to accumulate personal gain and/or gratify personal urges;
(b) for fear of losing his/her job, complies with instructions that clearly call his/her professional training (or expertise) and oath of allegiance into question (e.g., instructions to deny opposition parties access to the protection of the law, to harass “dissident” or minority groups, or to divulge state secrets to opposition groups or those who are not duly authorized to be in possession of such secrets);
(c) discriminates against, or favour of, individuals on racial, ethnic, religious, or other illegitimate grounds; and
(d) when placed in situations requiring diligent and honest pursuit of his/her nation’s interest, chooses to be apathetic, indifferent, or downright treacherous.

60. Mr Balogun concluded by referring to the provisions on the implementation of the Charter, particularly, the provisions on training and sensitization, and on the establishment of national monitoring bodies as well as the follow-up mechanism stipulated in Chapter III (the Final Provisions).

Participants’ comments

61. The participants commented extensively on Mr Balogun’s presentation. The session’s Chairperson, Mr Tunde Kasali, noted that the presentation raised fundamental issues of institutional transformation. The discussions that followed could be summarized as follows:

(a) in view of the fact that the public service is made up of several different professional categories (e.g., law, engineering, accountancy, statistics, economics, and management), it could hardly by itself be perceived as a “profession” – one with its own membership qualifications, code of conduct, oath of allegiance, and disbarment rules;
(b) the Charter for the Public Service in Africa is a bold, imaginative, and commendable attempt at transforming the public service into a community of practice – that is, a profession with common underlying principles, service ethos, code of conduct, and sense of affiliation – albeit, with disparate responsibilities and competencies;
(c) the Charter is a complement to, and not a substitute for existing national anti-corruption initiatives;
(d) civil society is partly responsible for many of the wrong-doings (e.g., rules violation, favoritism in contract awards and in staff recruitment) committed by the public service;
(h) the cause of ethics mainstreaming is unlikely to be served, and training is unlikely to be effective, where the recruitment system is perceived as slanted in favour of individuals with “connections”;
(e) a viable strategy for mainstreaming public service ethics and professionalism rests on four pillars, i.e., civic education, leadership selection and training, inculcation of professional ethos in career officials, and implementation of “customer” service initiatives;
(f) the success of ethics mainstreaming strategies hinges on radical transformation of institutions and mindsets, and on the replacement of a recruitment system based on patronage with one that is merit-based, genuinely competitive, and transparent.

Workshop recommendations

62. The workshop recommends that:

(a) the Public Service Charter should be widely disseminated within the public service and among civic and private sector organizations;
(b) the implementation of the Charter should be constantly monitored, if possible, as part of the NEPAD peer review process;
(c) in looking for proof of the Charter’s implementation, the monitors should focus not only on efforts made to incorporate the basic provisions in national laws, but also the steps taken to bring personnel recruitment policies and practices in line with the Charter’s emphasis on transparency, integrity and professionalism;
(d) personnel selection processes should be strengthened with a view to promoting openness and transparency at all critical stages, and restoring the rank and file’s confidence in merit and professionalism.

Fourth Plenary Session, Thursday, 2 December 2004

Topic: Presentation and Review of DESA/CAFRAD CD-ROM on ethics and professionalism

Resource Person: Lizette Michael

Chair: Mr Jamshed KAZI, UNDP

63. The focus of the fourth plenary session was on the CD-ROM developed by CAFRAD and UNDESA in collaboration with 6 French-speaking African countries. In her presentation on the subject, Ms. Lizette Michael traced the antecedents to the production of the CD-ROM. She called that the effort began in May 2000 with a 5-day workshop in Tangier, Morocco – a workshop which attracted participants from Cameroon, Libya,
Madagascar, Mali, Morocco and Rwanda. Cambodia was the only non-African country represented at the workshop.

64. Besides discussing issues and trends in public service professionalism, the Tangier workshop identified weaknesses that could be rectified through training. The participants further acknowledged the need to develop context-specific training material, and to preface the launching of training activities with the organization of training-of-trainers’ courses.

65. Drawing on the material presented at the workshop and on other sources, CAFRAD and DESA commissioned experts to work on the production of a CD-ROM. Ms. Michael then turned over her presentation to Ms Armstrong of DESA, who took the participants at the (Addis Ababa) workshop through the CD-ROM, commenting as she proceeded on various slides.

66. The participants were subsequently informed about the plan to adapt the CD-ROM to the Anglophone African context, and to translate the content (that is, the slides) into English.

Participants’ comments

67. The participants commended the efforts of CAFRAD and DESA in developing the CD-ROM in collaboration with a few African countries. While welcoming the involvement of potential users in Francophone African countries at the various stages of the CD-ROM’s evolution, the participants canvassed the need to ensure that the product was fully adapted to the Anglophone African context.

Workshop recommendations

68. Based on the preceding observations, the workshop recommends that:

   (a) the CD-ROM be adapted to Anglophone African context, and translated into English, and possibly, other working languages of the African Union;
   (b) the contents of the CD-ROM be widely disseminated through the Management Development Institutes.

Fifth Plenary Session, Thursday, 2 December 2004

Topic: Special Presentation on Namibia’s Public Service Ethics and Professionalism Mainstreaming Strategy

Resource Person: George Simataa, Under-Secretary, Office of Prime Minister, Namibia

Chair: Mr Hudson BIGOGO, African Association for Public Administration and Management (AAPAM)
69. In contrast to the broad thrusts of the preceding presentations, the fifth plenary session focused on the specific experience of Namibia in promoting ethics and professionalism in the public service. As a country that was closely associated with the formulation and adoption of the African Public Service Charter, Namibia has instituted measures that accord with the Charter’s underlying principles and takes cognizance of the Charter’s standard of good practice. This came out clearly in the presentation made by Mr. George Simataa, Under Secretary in the Office of the Prime Minister.

70. According to Mr Simataa, the Namibian public service’s commitment to quality service began in earnest on the attainment of independence. The Government played its part by creating the necessary enabling environment and developing an appropriate legislative framework. For instance, in 1990, the Government enacted the Public Service Commission Act which empowered the Commission to advise the President on issues of public service recruitment, remuneration, discipline, performance, and conduct, among others. This measure was further consolidated with the enactment of the Public Service Act of 1995. The Act bars public servants from engaging in other remunerative pursuits outside their public service employment without due authorization, that is, the authorization of the Prime Minister.

71. The Ombudsman Act of 1990 is yet another evidence of the Government’s determination to construct a solid ethics infrastructure. Together with certain constitutional provisions, the Act mandates the Ombudsman to investigate complaints against arbitrary and/or improperly motivated acts in the public service, and to grant remedies for any harm occasioned by such acts.

72. The Anti-Corruption Act of 2003 went further to provide for the establishment of a body to investigate cases of corruption brought against any one operating within Namibian national boundaries. The body is also expected to take measures to preempt corrupt tendencies in the public service and in the private sector.

73. The Public Service Code of Conduct, as its name implies, sets a uniform standard of conduct for public servants, and by so doing, instructs them on the types of behaviour that are (or are not) consistent with their status as public employees.

74. Building on the foundation laid by the Government, the public service proceeded to implement a programme aimed at improving public service delivery standards and inculcating ethical and professional norms in the average civil servant. The core elements of this programme are:

(a) the adaptation of the African Public Service Charter to Namibia and its incorporation in domestic statutes;
(b) the reproduction of the Charter in an abridged form (the Charter was summarized into one page to make it accessible to public servants and civic groups);
(c) the establishment of an Efficiency and Charter Unit in the Prime Minister’s Office whose mandate includes collaborating with Offices,
Ministries and Agencies on the elaboration of Charters in various functional areas;

(d) the introduction of service delivery initiatives in Offices, Ministries and Agencies;

(e) the launching of a Multimedia National Awareness Campaign aimed at disseminating the contents of the public service Charters among civil society and private sector organizations;

(f) the publication of a Government Service Directory (setting out the range of services the Government provides, and directing the “customers” or “consumers” of the services to the appropriate offices/desks);

(g) the implementation of Customer Service Training programmes (aimed at introducing service delivery agents to the essence of their jobs and the “customer relations” skills needed in carrying them out);

(h) the inauguration of a major project on the Public Service’s Performance Management System (that seeks, among other things, to involve stakeholders in the determination of programme priorities, link strategic planning to performance planning and monitoring, revitalize personnel processes and practices, trigger changes in attitudes and behaviour, and promote impact- and productivity-consciousness in the public service);

(i) the implementation of the Project on pilot basis in the Ministries of Agriculture, Water and Rural Development, and Labour;

(j) the launching of the National Integrity Promotion Programme (under which each Government agency works closely with the private sector, research institutions, and other stakeholders to monitor the relevance of policy instruments, and, through the adoption of sophisticated expenditure tracking techniques, follow the trail of public spending; and

(k) the establishment of an “Open Line” that allows citizens to engage Government Ministers in a dialogue and participate in Q & A sessions focusing on citizen concerns about the quality and standards of public services.

Participants’ observations

75. The participants noted with interest the efforts of the Government of Namibia to build the public service on a sound foundation. Based on the country’s experience (as narrated by the presenter), they appreciated the role of leadership in setting and upholding high ethical and professional standards, and in entrenching “customer” service norms and practices in public institutions. Above all, they recognized the need for constant exchange of good practices and sharing of information among various African countries.

Sixth Plenary Session, Thursday, 2 December 2004

Topic: Links Between Good Governance and Public Service Ethics-cum Professionalism: Lessons from ECA Governance Report

Resource Persons: Kojo Busia and Jennifer Kargbo
Chair: Mr. Moutaou LALEYE, CAPAN

76. The power point presentation by the ECA on the session’s topic began with an introduction to the survey of governance trends in 28 African countries. The survey was undertaken by the ECA in collaboration with national research institutions. The national reports, according to the presentation, had been synthesized into the African Governance Report (copies of which had been distributed to the workshop participants). The objectives of the governance study were to:

(a) identify institutional capacity gaps for policy making and strategies for policy intervention;
(b) create a dynamic mechanism for periodic cross-national assessment of governance in Africa;
(c) develop a broad measure of consensus on the key components and indicators of good governance.

77. The methodology applied in carrying out the study in each country was a combination of a survey of opinion of 100 national expert panels, a survey of the perceptions of 2000 households randomly selected, and collation and analysis of factual data from secondary sources. The governance patterns and trends critically examined in each country are:

(a) Political governance (including the prevailing political/constitutional order, degree of political competitiveness, patterns in political representation; power distribution; credibility and independence of electoral administration bodies)
(b) Economic and corporate governance;
(c) Institutional effectiveness and accountability;
(d) Human rights; and
(e) Capacity building.

78. The results of the perception surveys and desk studies highlight a generally negative perception of the role of the public service. The ECA reported in particular that in many African countries, perceptions of the accountability, transparency, effectiveness and efficiency in the public service were generally poor.

79. Corruption was seen by households to be rampant in the police (60 per cent of the households), among tax officials (42 per cent), in the top echelons of the judiciary (40 per cent), and in the ranks of public prosecutors (38 per cent). Elected councilors (26 per cent) and traditional rulers (26 per cent) were perceived to be equally corrupt, even if less so than any of the preceding categories of public functionaries.

80. Perceptions of the efficiency of government service delivery systems varied across countries, with the Namibia scoring high relative to The Gambia, Cameroon, and Kenya. The same applies to the proportion of expert panelists who believed that the citizens have “very little or no respect for the integrity of the civil service”. The proportion of panelists
with this negative view was highest in Ethiopia (close to 80 per cent), median in Benin (43 per cent), and very low in Namibia (17 per cent).

81. With regard to appointments, promotions, and career development of public servants, a relatively high proportion of expert panelists felt that merit was rarely applied in Tchad, Ethiopia, Niger, and Kenya, in contrast to Ghana, South Africa, Tanzania, Namibia, Botswana, Uganda and Senegal where public service personnel decisions were becoming increasingly anchored on merit. According to the ECA study, Gabon, Nigeria, Egypt, and The Gambia stand somewhere in the mid-point of the merit continuum.

82. The ECA presentation ended by listing the institutions created in various countries to strengthen public service professionalism and ethics. These include anti-corruption commissions, ombudsman, public prosecutor, mediateur de l’etat, and inspector general’s office.

Participants’ observations

83. The participants commended the efforts of the ECA in undertaking the study. They noted similarities between the findings of the perception survey and the conclusions of other governance studies. They also underscored the need to share good practices in governance, and in public personnel management.

84. One lesson emerging from the study is that there is a strong correlation between public service professionalism and ethics, on the one hand, and good governance, on the other. Another is that there is need for creative partnerships among all actors and stakeholders in mainstreaming public service ethics and professionalism. The study further underscored the need to create and sustain an environment that is conducive to mainstreaming ethics and professionalism in the public service.

Seventh Plenary Session, Thursday, 2 December 2004

Topic: Presentation and Review of UNDESA’s Public Service Ethics in Africa study findings, UNDP’s “Country Assessment in Accountability and Transparency/CONTACT” and UNODC’s Anti-Corruption Tool Kit

Resource Person: Elia Armstrong

Chair: Dr Asmelash BEYENE, African Institute of Governance and Development


86. Ms. Armstrong commenced her presentation with an overview of UNDESA’s role in the field of governance and public administration, focusing, in particular, on the
Department’s analytic, normative and technical cooperation activities. According to her, the Department, as part of the efforts at strengthening ethics and professionalism in the African public service, organizes regional and national policy meetings, supports the efforts of the Pan African Ministers of Public Service in drafting the Public Service Charter and organizing follow-up activities, provides advisory services, and produces training material. Globally, the Department services inter-regional expert group meetings and inter-governmental conferences on governance, public administration, and control of corruption.

87. Ms Armstrong briefed the workshop about a Support to Policy and Programme Development (SPPD) project implemented by UNDESA in 1999-2000. The project entailed undertaking a survey of public service ethics in 10 African countries, and sought to complement the efforts of African governments, private sector and civic organizations in developing anti-corruption strategies, including the preparation and compilation of material for mainstreaming public service ethics and professionalism. The study revealed weaknesses in various areas, notably, personnel recruitment, tendering and procurement, and financial management. It concluded by stressing, among other things, the need for:

- fair and transparent human resources policies and practices;
- enforcing disciplinary rules in proven cases of misconduct;
- strengthening disclosure (and whistle-blower protection) system; and
- training managers and supervisors in disciplinary procedures and measures.

88. With regard to the “Country Assessment in Accountability and Transparency” (hereafter referred to as “CONTACT”), Ms Armstrong noted that it was developed by the United Nations Development Programme in order to provide the international development community with a comprehensive tool to assess the financial management and integrity systems of a country.

89. The main objective of CONTACT is to assist governments in conducting a self-assessment of their financial management and anti-corruption systems. In addition, it helps consultants, hired by development agencies or governments conduct missions to support governments in their self-assessment efforts or to review cooperation with a government.

90. CONTACT is intended to be a tool for quality control, performance and task measurement, and recommends improvements at desired stages of the accountability process. The overriding reason for developing CONTACT was to provide an international, uniform and comprehensive set of guidelines on financial accountability, which may be used by any stakeholder. The different approaches applied by members of the international donor community have led to overlaps, duplications, and a waste of scarce development resources. These guidelines were developed to guide the (self-) assessment of financial accountability and to streamline this process into a uniform, comprehensive and efficient methodology that minimizes doubt or misinterpretation.
91. The CONTACT guidelines are the result of broad consultation and collaboration, led by the then Programme for Accountability and Transparency, of the BDP Institutional Development Group (UNDP). Comments and advice received from professional staff within and outside the United Nations and the World Bank have helped shape this publication. Consultation with various partners (particularly within the OECD Development Assistance Committee) has continued as a way to further refine and improve CONTACT.

92. The custodians of CONTACT are fully aware that internationally accepted accounting principles, auditing standards, records management standards, information and communications technology are in constant development, and that their evolution will impact on the validity and effectiveness of the guidelines. A Web site has been set up to receive comments and advice to further improve its quality [www.undp.org/governance/contact_2001.htm](http://www.undp.org/governance/contact_2001.htm) The CD-ROM includes a copy of this Web site for users who may not have access to the Internet and provides further details.

93. Chapters 1 through 4 of CONTACT present the introduction and the conceptual framework of accountability, transparency and integrity, of the accounting infrastructure and of information management.

94. Chapters 5 through 8 follow the sequence of the financial accountability cycle beginning with expenditure planning and budgeting, internal control and internal auditing, financial reporting, and finally, external auditing.

95. Chapters 9 to 14 focus on detailed cross-cutting issues such as revenue administration, debt management, project management, foreign aid management, procurement and assets management, and public sector cash management.

96. Chapter 13 stands out and deals with improving integrity to prevent and control corruption.

97. A related CONTACT product that has been developed is the cluster of Training Modules on Financial Management and Public Service Ethics for Asia Pacific and Africa Two pilot training programmes using CONTACT have been conducted. One in Asia Pacific region where CONTACT was combined with the public service ethics module developed by and for the Asia Pacific region for a comprehensive training programme on “financial management and public service ethics and accountability” (June 2002, Bangkok). The second pilot was conducted for Africa region using CONTACT alone, but integrating lessons from the first training exercise (June 2003, Dar-es-Salaam). The training workshops focused on what needs to be done and why and the public service ethics component on emphasizing why it should be done and how to motivate others to take the action needed. CONTACT identifies areas of weakness in the IAT (integrity, accountability and transparency) architecture in terms of its difference from generally accepted standards. The ethics module, on the other hand focuses on how participants could do something about these areas of weakness, through action plans, etc.
98. Besides CONTACT, Ms Armstrong made a presentation of an abridged version of the anti-corruption tool kit developed by the United Nations Office on Drugs and Crime (UNODC). Besides distributing excerpts of the tool kit to participants, Ms Armstrong made reference to key aspects of the document, notably:

- Meaning and variants of corruption
- Assessment of the nature and extent of corruption
- Specialized anti-corruption agencies
- Auditors and audit institutions
- Strengthening judicial institutions
- Codes and standards of conduct
- Anti-corruption action plans
- Disclosure of assets and liabilities by public officials
- Results- or fact-based management
- Public complaints mechanisms
- Citizen charters
- Education and awareness raising methods
- Whistleblowers protection

**Participants’ comments**

99. After Ms Armstrong’s presentation, the participants commented as follows:

   (a) the survey carried out by DESA under the African Public Ethics Project highlights issues that need to be considered in developing the ethics curricula of public service training institutes;
   (b) CONTACT is not only an effective diagnostic tool but also a useful ethics training device;
   (c) The UNODC anti-corruption tool kit is equally useful, but needs to be considerably reduced to manageable proportions.

**Workshop recommendations**

100. Based on the presentation and the comments thereon, the workshop recommends as follows:

   (a) CONTACT should be adapted to the Francophone African context and translated into French;
   (b) the UNODC anti-corruption tool kit should be repackaged to make it easily accessible to users.

**Eighth Plenary Session, Thursday, 2 December 2004**

**Topic:** Strategies for Mainstreaming Professionalism and Ethics in African Countries: Panel Discussions/Country Presentations
**Resource Persons:** Mouftaoua Laleye (West Africa), Ngambo Fondjo (Central Africa), Answell Saka (Southern Africa), and Ms Adieu Nyondo (East Africa)

**Chair:** Dr Bonard MWAPE, Director-General, ESAMI

101. After the introduction of the topic and the speakers, the panelists (drawn from the west, central, southern, and east African sub-regions) discussed trends in ethics and professionalism mainstreaming across the continent. They paid special attention to strategies that worked as against those that fell short of expectations.

**Central Africa**

102. As an illustration of the pattern in the Central African sub-region, a panelist provided an update on the efforts made to implement the African Charter for the Public Service in Cameroon. He noted specifically that the Minister of Public Service had established an office that acts as a clearinghouse and the first port of call for those seeking to transact business with the Ministry. The rationale for this is to avoid direct contact with officers handling documents and, in so doing, to depersonalize the decision process and minimize favouritism. The new service delivery system relies on ICT, and provides for the issuance of computer reference numbers to “consumers” of the Ministry’s services. The long-term aim is to extend this computer-based service delivery system to all ministries and departments. In the interim, the system provides for the storage of human resource data and information on computer disks, and the delegation of basic human resource management functions (from recruitment to pensions administration) to ministries.

103. The determination to improve service delivery standards (and apply ICT at all critical stages of service delivery) is further reflected in the timely release and effective management of information – particularly, information needed by those residing far away from urban centers.

104. Still as part of the effort to implement the Public Service Charter, the Cameroon public service has shifted its attention to procedure simplification and rationalization. An evidence of this is the introduction of a Procedural Manual that seeks, among other things to:

- clarify rules and standardized the procedure for their enforcement and application;
- establish performance standards;
- set deadlines (or time standards) for the accomplishment of specified objectives, and/or the delivery of specific outputs.

105. To redeem the image of Cameroon (particularly, in light of the Transparency International’s unflattering scores) the Government has taken steps to

- Introduce a National Anti-Corruption Plan;
Set up an Ad-hoc anti-corruption Committee under the Office of the President; the Committee comprises a cross-section of Cameroon society and includes civil society representatives;

Aggressively pursue the investigation of cases of corruption;

Impose sanctions and penalties for proven cases of corruption.

106. The Government has further established an Anti-Corruption Observatory that includes judges and the police to follow-up suspected cases of corruption and to recommend appropriate action. The Observatory works closely with anti-corruption units in ministries, and is empowered to operate at all levels of government. While it is premature to assess the Observatory’s impact, the actions it has so far taken have instilled fear (of prosecution) in the mind of the average public official, and have served as a deterrent to impunity.

East Africa

107. Tanzania is another country that has taken concrete measures to strengthen public service ethics and accountability. In fact, against the backdrop of the challenges associated with the transition from one-party rule to a multi-party competitive system, the issues of ethics and professionalism had engaged the attention of the Government prior to the adoption of the African Public Service Charter. The Charter’s adoption in 2001, however, provided greater impetus towards the construction of an ethics infrastructure - one that meets the contemporary standards of good governance.

108. Tanzania’s response to on-going challenges began with the establishment of a legal framework within which to combat corruption and promote the cause of public service professionalism. Specifically, the Government enacted the Prevention of Corrupt Act (which, among other things, extends protection to whistle-blowers), the Public Service Act of 2002 (that places high premium on professionalism, competence, and integrity in public service recruitment), and the Joint Negotiated Machinery Act. The inauguration of a Performance Management System (with emphasis on performance contracts, open performance appraisal, and merit rating) further reinforced the actions taken in recent years to promote ethics and professionalism in the Tanzanian public service.

109. The promulgation of Public Leaders Code of Ethics in 1995 represents yet another significant development. The code not only directs leaders to declare their assets and liabilities, but specifies the standards by which their conduct, behaviour and comportment would be judged.

110. A comprehensive training and public enlightenment programme was also introduced in pursuance of the objective ethics and professionalism mainstreaming. The key components of this programme are:

- Conduct of Induction/Orientation training courses (ethics training is an integral part of the curriculum, and participation on the course is obligatory for new entrants into the public service);
111. Among other measures instituted in support of professionalism in the public service are the implementation of a major public sector reform programme, the establishment of appointments committees to screen the qualifications of candidates for vacancies and promote the cause of merit in the selection process, introduction of mechanisms for performance monitoring (as part of performance management), implementation of performance-related remuneration as well as contributory health and pension schemes, and the involvement of external stakeholders in evaluating the impact and effectiveness of public services. As a matter of fact, each ministry has a Client Service Charter that is meant to involve the client in the ministry’s programme.

112. Besides establishing mechanisms for venting (and responding to) public grievances and complaints, the Government has enlisted the support of the educational system as well as the print and the electronic media in enlightening civic and private sector organizations about acceptable methods of transacting business with, and/or accessing the services provided by, government agencies. The Global Distance Learning Centre’s role is particularly critical to the success of the Government’s efforts at disseminating good practices in public integrity and at sensitizing civil society to its own responsibilities and obligations.

113. To coordinate the various anti-corruption initiatives, and monitor implementation progress and constraints, a Good Governance Unit was established in the President’s Office. The Unit works closely with anti-corruption Focal Points in the Centre for Human Rights, the Ethics Secretariat, and Anti-Corruption Unit.

Southern Africa

114. While ethics mainstreaming practices vary across Southern Africa, Zambia’s approach raises issues of general interest. Apart from its experience in making a transition in the early 1990s from a one-party dominant to a multi-party state, its current ranking on the Transparency International’s corruption table and its determination to tackle the momentous poverty alleviation challenges have together placed public service ethics and professionalism high on the Government’s reform agenda.

115. In the early years of independence, and particularly with the adoption of humanism as the ideology of the United National Independence Party (the ruling party), corruption was not seen as a major threat. It is true that the huge parastatal sector was poorly...
managed, and ridden with favoritism and patronage. The sector’s inefficiency was plain for all to see – as reflected in declining per capita GDP, commodity shortages, and the frequently long queues for “mealie meal” (the staple diet).

116. As a result of civil society pressure, the erstwhile one-party state gradually opened up. Under the banner “Time for Change”, the Movement for Multiparty Democracy (MMD) swept the 1991 polls and replaced UNIP as the ruling party. In its early years, the MDD government focused attention on the reform of state institutions and the privatization of state-owned enterprises. However, rather than bring corruption under control, privatization appeared to have entrenched it, particularly, as Zambians watched the sale of public enterprises at rock bottom prizes to highly placed government functionaries and their cronies. MMD’s second term was marked with allegations of grand and petty corruption.

117. In an effort at redeeming the image of the country, the Government has, in recent years adopted a number of measures. Prominent among these are:

- The establishment of an anti-corruption body with powers to prosecute offenders (However, the powers are to be exercised under the supervision of Parliament, and regardless of the efforts made to-date, favoritism persists);
- The establishment of a high-powered commission on human rights;
- The strengthening of the Auditor-General’s Office;
- The implementation of a Public Service Reform Programme (with emphasis on right-sizing and professionalism);
- The redesign of performance appraisal instruments;
- The introduction of civil service examinations;
- The organization of induction training courses, and other human capacity building initiatives (including special programmes for Permanent Secretaries and tailor-made ethics training courses);
- The improvement of archiving and information management system;
- The involvement of stakeholders in the work of public administration.

West Africa

118. The presentation from west Africa focused largely on the experience of the Republic of Benin in promoting public service professionalism and ethics. Basically, the presentation noted that determined efforts were being made to integrate the Africa Public Service Charter in the national policy process. Substantial progress has also been made to harmonize the business laws of the Francophone African countries (Benin included), and to include ethics in business transactions.

119. The main thrusts of the on-going public service reform programme are transparency, performance monitoring, appraisal, and management, and the introduction of performance-related remuneration system. However, merit is yet to be fully adopted as
the basis of recruitment, and the automatic promotions/increments granted to public servants defeats the purpose of performance- and results-oriented management.

120. Decentralization has, in any case, ensured that resources are transferred to local communities and expended on projects beneficial to the people. Institutional capacity building efforts have targeted not only public sector institutions but also their civil society counterparts. The information needed by beneficiaries of public services is now readily available – including information on delivery deadlines and performance standards. Internal auditing is supplemented with external audit and inspection.

121. The judiciary is itself being revitalized, with judges playing an increasingly assertive role, and judges suspected of corruption being promptly sanctioned. The challenge ahead is to build public trust and confidence in the judiciary.

122. Civil society bodies are becoming increasingly active in the governance of public institutions. Besides channeling grievances and complaints to official circles, civic groups work closely with the Anti-Corruption Observatory. The media (which is itself under pressure to elaborate, and subscribe to, its own code of ethics) has deployed its investigative journalistic capacity to promote the cause of public integrity.

Participants’ comments

123. The session Chairman’s summary captured the common and the unique trends in the panelists’ presentations. He noted, for instance, the progress made in the various sub-regions to check ethical violations and to grapple with the lingering constraints. After his summation, the participants commented as follows:

(a) there is a general lack of awareness of the contents and the basic thrusts of the African Public Service Charter;
(b) the values and norms of public service professionalism are yet to be fully institutionalized and imbibed;
(c) Political will and commitment are essential to the success of efforts at mainstreaming public service professionalism and ethics;
(d) Governments across the continent are beginning to pay increasing attention to measures aimed at enhancing service delivery quality and standards, and involving external clients in the evaluation of the impact and effectiveness of service delivery systems;
(e) While civil society has a vital role to play in the ethics mainstreaming process, it is still weak relative to the state that needs to be held accountble;
(f) Human resource management strategies are not properly articulated, and their linkage with the ethics and professionalism mainstreaming effort is not clear;
(g) In addition to internal government mechanisms to combat corruption (including anti-corruption observatories and focal points), there is need for independent watchdogs and anti-corruption campaigners.
Workshop recommendations

124. The workshop recommends that:

(a) The Ministries responsible for the public service should collaborate with the local print and electronic media to disseminate the African Public Service Charter;

(b) The same Ministries (of public service) should play a leading role in promoting ethics and professionalism, in general, and in particular, innovative practices aimed at eliminating bottlenecks to effective delivery of public services;

(c) The MDIs should collaborate with civic organizations on the design and implementation of programmes aimed at enhancing the human and institutional capacities of the latter, and empowering them to hold state functionaries accountable.

Meeting of Working Groups, Thursday, 2 December 2004

125. At the end of the eighth plenary session (the evening of Thursday, 2 December), the participants split into two working groups to hold in-depth discussions on specific aspects of the workshop theme. The reports of the two working groups were presented the following day at the reconvened (ninth) plenary.

Ninth Plenary Session, Friday, 3 December 2004

**Topic:** Presentation of Syndicate Reports  
**Resource Persons:** Groups 1 and 2 Rapporteurs  
**Chair:** Rita AMUKHOBU, African Union Commission

**Report of Group 1:**  
Strategies for Mainstreaming ethics and professionalism in the Public Service and in civic groups (including proposal on compilation of tool kits for ethics and professionalism training in MDI)

126. The mainstreaming strategies identified by Group 1 entail:

1. Taking stock of all ongoing initiatives bearing on Ethics and Professionalism in Public Service, including initiatives adopted:
   - By international organizations and
   - At the regional, sub-regional and national levels.

2. Incorporating the provisions of the Charter for the African Public Service in public policy instruments.
3. Establishing Sub-Regional Consultative Forums to undertake peer review of the implementation of the Charter.

4. Disseminating the Charter through capacity building initiatives.

5. Incorporating the principles of the Charter for the African Public Service in MDI curricula.

6. Enacting, improving and effectively enforcing legal instruments, codes of conduct and regulations to promote ethics and accountability.

7. Enacting anti-corruption laws and establishing enforcement as well as monitoring mechanisms.


9. Developing stand-alone training programs on the principles and day-to-day application of the Charter.

127. With regard to the tool kits, Group 1 recommended as follows:

1. MDI’s should come together to formulate a project aimed at attracting the funding needed to address existing gaps in public service ethics and professionalism.

2. The MDIs should assemble, review and select from tool kits produced:
   - By international organizations
   - At the regional, sub-regional and national levels

3. The MDIs should assist governments to develop, review and refine ministry-specific service charters and “Customer Service Pledges”.

4. Courses in Public Service Ethics and Professionalism should be targeted to, and offered at, different levels - e.g., Undergraduate, postgraduate, pre-entry, induction, in-service, and refresher courses.

5. Annual review of tool kits in Ethics and Professionalism developed at the sub-regional level should be undertaken and shared with all MDI’s.

6. A website to share good practices in public service ethics and professionalism should be established.

7. MDIs should, in addition to organizing ethics training courses, carry out research studies, produce technical publications and training material, and provide advisory services in the areas of Public Service Ethics and Professionalism.
8. MDIs should further develop toolkits on Ethics and Professionalism in Public Service for the physically challenged.

9. A critical mass of competent trainers in the field of Ethics and Professionalism in Public Service should be selected to participate in Training of Trainers’ courses, and to prepare case studies on ethics and professionalism.

**Report of Group 2: Mainstreaming ethics and professionalism: future directions and project-based activities**

128. Group II dealt with mainstreaming ethics and professionalism: future directions and project-based activities.

129. Group II observed that there was inadequate capacity to promote public service ethics and professionalism, hence the need to provide training in communication skills and teamwork. The Group also noted that traditional systems and beliefs should be interrogated to identify those aspects that can be used to engender a culture of ethics and professionalism in the public service. The Group underscored the importance of strategic partnerships with development partners as well as the establishment of mechanisms for client evaluation of the impact, effectiveness, efficiency, and integrity of service delivery systems.

**Tenth Plenary Session, Friday, 3 December 2004**

**Topic:** Workshop Closing Session

**Resource Person:** Jide Balogun  
**Chair:** Ms. Rita AMUKHOBU, Africa Union Commission
Annex 2

Workshop Conclusions and Recommendations

Based on the discussions that took place at the plenary sessions and in working groups, the participants came to the following conclusions:

(i) a viable strategy for mainstreaming public service ethics and professionalism rests on four pillars, i.e., civic education, leadership selection and training, inculcation of professional ethos in career officials, and implementation of “customer” service initiatives;

(j) leadership is critical to the success of efforts aimed at strengthening ethics and professionalism;

(k) the media and other civil society institutions have a major role to play in monitoring the enforcement of ethical and professional standards;

(l) civil society is partly responsible for many of the wrong-doings (e.g., rules violation, favoritism in contract awards and in staff recruitment) committed by the public service;

(m) civil society institutions are currently too weak and fragile to perform the essential ethics advocacy and watchdog roles and to hold state functionaries to account;

(n) unlike in other parts of the world where civil society and professional associations engage in anti-corruption and civil service reform activities, most of the civic bodies in African countries focus on broad governance and democratization issues;

(o) the Charter for the Public Service in Africa is a bold, imaginative, and commendable attempt at transforming the public service into a community of practice – that is, a profession with common underlying principles, service ethos, code of conduct, and sense of affiliation – notwithstanding the disparate functional categories, job descriptions and competencies;

(p) the cause of ethics mainstreaming is unlikely to be served, and training is unlikely to be effective, where the recruitment system is perceived as slanted in favour of individuals with “connections”;

(q) the success of ethics mainstreaming strategies hinges on radical transformation of institutions and mindsets, and on the replacement of a recruitment system based on patronage with one that is merit-based, genuinely competitive, and transparent;

(r) UNDESA, UNDP, and UNODC deserve to be commended for working closely with member States on the development of ethics training material and on compilation of anti-corruption tool kits;

(s) Governments across the continent are beginning to pay increasing attention to measures aimed at enhancing service delivery quality and standards, and are involving external clients in the evaluation of the impact and effectiveness of service delivery systems;

(t) there is a general lack of awareness of the contents and the basic thrusts of the African Public Service Charter;
it is essential the Charter be incorporated in national policy instruments, and integrated in the training curricula of the MDIs;

progress in the implementation of the Charter should be periodically monitored within and across countries;

Human resource management strategies are not properly articulated, and their linkage with the ethics and professionalism mainstreaming effort is not clear.

**Workshop recommendations**

In light of the preceding observations, the workshop recommends that:

(i) African MDI’s should come together to formulate a project aimed at attracting the funding needed to address existing gaps in public service ethics and professionalism;

(j) The anti-corruption agencies, civil society organizations and MDIs should collaborate on the design, implementation, and financing of a major research study on character training methods and techniques, and on strategies for advancing the cause of public service professionalism and ethics;

(k) Training institutions should, through their research, consulting, and training programmes, assist in strengthening the ethics advocacy, civic education, and watchdog capacities of civil society organizations;

(l) Ethics and professionalism should be integrated in public service training programmes, and the programmes should address “training-responsive” issues such as individual civil servant’s knowledge of rules and codes of conduct, the nature and type of skills and competences required in undertaking tasks, and interpersonal as well as “customer relations” skills;

(m) The training needs of various target groups (e.g., political and administrative leadership, senior and middle-level career officials, and front-office service delivery agents) should be duly established before the commencement of training activities;

(n) Training in ethics and professionalism should build on the existing body of material, particularly, the material generated by the African Association for Public Administration and Management (AAPAM) at its Roundtable conferences on ethics and values;

(o) To minimize “opportunities” for corruption, service delivery systems and processes should be constantly reviewed and bottlenecks to operational efficiency eliminated;

(p) the implementation of the African Public Service Charter should be constantly monitored, if possible, as part of the NEPAD peer review process;

(q) in looking for proof of the Charter’s implementation, the monitors should focus not only on efforts made to incorporate the basic provisions in national laws, but also the steps taken to bring personnel recruitment
policies and practices in line with the Charter’s emphasis on transparency, integrity and professionalism;

(r) personnel selection processes should be strengthened with a view to promoting openness and transparency at all critical stages, and restoring the rank and file’s confidence in merit and professionalism;

(s) the CD-ROM developed by CAFRAD and DESA, and the training material produced by the UNDP and UNODC should be adapted to both the Anglophone and the Francophone African contexts, and translated into the two languages;

(t) The MDIs should assemble, review and select from tool kits produced by international organizations and at the regional, sub-regional and national levels;

(u) The Ministries responsible for the public service should collaborate with the MDIs as well as with the local print and electronic media to disseminate the African Public Service Charter;

(v) The same Ministries (of public service) should play a leading role in promoting ethics and professionalism, in general, and in particular, innovative practices aimed at eliminating bottlenecks to effective delivery of public services;

(w) The MDIs should assist governments to develop, review and refine ministry-specific service charters and “Customer Service Pledges”;

(x) Courses in Public Service Ethics and Professionalism should be targeted to, and offered at, different levels - e.g., Undergraduate, postgraduate, pre-entry, induction, in-service, and refresher courses;

(y) MDIs should further develop toolkits on Ethics and Professionalism in Public Service for the physically challenged;

(z) A critical mass of competent trainers in the field of Ethics and Professionalism in Public Service should be selected to participate in Training of Trainers’ courses, and to prepare case studies on ethics and professionalism.

Annex 2:

List of Participants

(here)