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HUMAN RESOURCES DEVELOPMENT

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
INTRODUCTION	1 - 8	2
I. HUMAN RESOURCES DEVELOPMENT AND THE UNITED NATIONS ...	9 - 21	3
II. INITIATING HUMAN RESOURCES DEVELOPMENT IN THE PUBLIC SECTOR	22 - 61	7
III. CONCLUSION	62 - 63	15
<u>Annex.</u> Performance measurement questions		17

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INTRODUCTION

1. Over time, people's demands for services from their Governments have increased. In order to respond to such demands, the public sector must depend on the quality of its human resources. It is essential therefore to improve and upgrade the calibre of human resources in the public sector since this will determine the character and effectiveness of an administrative system.

2. Increasing demand for goods and services has unfortunately been accompanied by increasing scepticism about the ability of the public sector to conduct its affairs in a productive manner. The public sector is generally viewed as being administered by "incompetent bureaucrats" steeped in "red tape", indifferent to the needs of the public, and, unable to effectively deliver the required goods and services, hide their inability by strict adherence to rules and regulations. Whether or not this sense of incompetence is based on fact, as long as the perception exists it becomes difficult for the public sector to be effective in the conduct of its affairs.

3. As the global economic system is transformed to adjust to the post-Cold War political dynamics, the public sector in all countries is faced with reinventing and restructuring its core mission. It is a period of great change, high risk and uncertainty. However, such traumatic periods also provide institutions and organizations with opportunities to make paradigm shifts to achieve high success levels in the newer environment.

4. The public sector in most countries, more so in developing and transition economies, is faced with two possibilities. In the first scenario, the public sector would forfeit its production function to the private sector. Those who hold this perspective assert that the private sector could deliver public goods and services in a far more efficient manner. In such circumstances, the public sector would shrink and perform very limited but important policy functions. In

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the second scenario, the public sector would be re-engineered making itself highly efficient and assuming redefined core responsibilities associated with the reduction of poverty, development of infrastructures, promotion of social development, protection of the environment and shaping the conditions for private sector development. In this second scenario, the role of the public sector would be focused towards creating appropriate conditions for sustained economic growth and sustainable development.

5. Under either scenario, in order to meet the new challenges, a key course of action for reinventing the public sector is to assess its human resources capacities and to generate appropriate strategies for human resources development.

6. Human resources development encompasses an array of activities that enhances the ability of all human beings to reach their highest potential. In the United Nations, attention to this human factor has always been a key element in its development agenda. As the late Secretary-General Dag Hammarskjöld stated, "fundamentally man is the key to all problems, not money. Funds are valuable only when used by trained, experienced, and devoted men and women. Such people, on the other hand, can work miracles even with small resources and draw wealth out of a barren land."

7. The United Nations initiatives in understanding the importance of human resources development are many and varied and range from establishing organizational structures within the United Nations, such as the Department for Development Support and Management Services to public sector capacity-building projects, such as civil service reform, data management, training needs assessments, gender analysis, and estimating the needs in human resources of Governments of economies in transition; as well as orchestrating international seminars, workshops, and meetings on these concerns.

8. The purpose of the present paper is (a) to summarize the United Nations approach to human resources development; and (b) to examine selected intervention points for initiating human resources development experiments in the public sector.

I. HUMAN RESOURCES DEVELOPMENT AND THE UNITED NATIONS

9. It is generally agreed that if overall human conditions are to improve, there must be increasing emphasis on human resources development. Appropriately, such development provides for increases in productivity, enhances

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competitiveness and supports economic growth. However, the process, by definition, is very complex. The United Nations, with its four decades of experiment and experience in economic, political, social, cultural and humanitarian affairs, has formulated important perspectives on human resources development.

10. Basic to the United Nations perspectives is the need for an integrated approach. An integrated system supports a comprehensive inclusive policy by providing sustained and equal opportunities to all. This allows societal acquisition of knowledge, skills and competencies. Society as a whole benefits. This approach puts primary emphasis on the enabling conditions that must exist to support human resources development in any country.

11. The United Nations has identified five enabling conditions that help to support sustainable development and consequently advance human well-being and development: peace, economic growth, sustainable environment, justice and democracy.

12. Most development efforts have taken place under conditions of tension, strife, conflict and confrontation. These conditions are not conducive to development. Peace is a fundamental prerequisite. It allows for systematic examination of existing institutions and their relationship to sustainable development. Peace also provides opportunities for creation and support of new institutions and institutional relationships which enhance the ability of countries to accelerate their path to achieving sustainable development.

13. Economic growth is the engine of development. Without economic growth there can be no sustained increase in societal wealth. It is important to note that sustained economic growth should be complemented with appropriate designs for equality of opportunities and income distribution policies.

14. The current state of the environment is a cause of major concern. The last four decades of development effort, while contributing to increased well-being, has also had an unintended consequence of environmental disintegration and decay. As environmental degradation affects the quality and quantity of all human life, environmental protection is a basic building block for all forms of human resources development. Development and environment are not separate concepts. Environment is a resource for development.

15. If people are a country's principal asset, then their well-being defines the course of development, and their characteristics determine the nature and direction of sustainable human development. However, where discrimination,

fanaticism, intolerance, and persecution exist, along with poverty, sickness and illiteracy, the consequences are also familiar: social disaffection, separatism, micro-nationalism and conflict. Social justice at the national and international levels is an imperative, for only under an elevated form of social justice can the full potential of human resources development be realized.

16. Democracy can make Governments more responsive to popular concerns and provide added incentives for transparency in decision-making through (a) promoting appropriate forms of comprehensive popular participation; (b) protecting the capacity, reliability and integrity of core State institutions, including the civil service; (c) establishing the political legitimacy of Governments and (d) ensuring accountability to citizens. Democracy serves as one standard for good governance.

17. These five conditions provide the fundamental framework within which policies and programmes can emerge in those countries that are launching concerted human resources development programmes. In other countries, the five enabling conditions can be used to harmonize and enhance human resources development activities.

18. While such activities within the United Nations system were launched from its earliest years through General Assembly resolution 246, and later, in 1978, through resolution 33/135, human resources development found its formal place in 1989 in General Assembly resolution 44/213, which states that:

"human resources development is a broad concept ... requiring integrated and concerted strategies, policies, plans and programmes to ensure the development of the full potential of human beings ... so that they may, individually and collectively, be capable of improving their standard of living".

19. Further elaboration of this theme was developed in all subsequent General Assembly sessions. In its current formulation, human resources development within the United Nations is built on two basic principles. These are (a) the human being is at the centre of all development activities; and (b) human resources are an essential means of achieving economic, and social and development goals.

20. In 1993 the report of the Secretary-General on developing human resources for development (A/48/364) recognized five interacting components as major building blocks for effective human resources development:

"(a) Promotion of lifelong acquisition of knowledge, skills, and competencies necessary for the performance of chosen roles that contribute economically and socially to self and others;

"(b) Facilitating the application of knowledge, skills and competencies in chosen roles in rewarding ways;

"(c) Improving access to assets (such as land, shelter, capital and information) without which the development of human capabilities is often essentially stunted at the source;

"(d) Sustenance of human resources through policies and regulatory mechanisms that underpin broad intersectoral support for both the acquisition and the application of knowledge and skills;

"(e) Ensuring a modicum of the sense of the individual, local, and national security: peaceful political and favourable national and international economic conditions."

21. These building blocks form the basis for deriving essential activities to accomplish the mission as stated in these different components of the building blocks:

(a) Basic education and continued objective-directed training, particularly basic education, upgrading of skills, demand-oriented technical training and education for women and their integration into the development process;

(b) The importance of appropriate and sustainable technologies in the training and educational processes in developing countries, particularly the role of intensified international cooperation through, *inter alia*, the transfer of relevant technology and education and training programmes, including distance education programmes, utilizing appropriate and sustainable technologies to broaden the range of available resources;

(c) The vital importance of national capacity-building in developing countries, particularly the critical importance of qualified national personnel;

(d) The integration of human resources development into comprehensive and well-conceived, gender-sensitive strategies for human development, including supportive measures in vital and related areas such as population, health, nutrition, water, sanitation, housing, communications education and training,

and science and technology as well as the need to create more opportunities for employment in an environment that guarantees opportunities for political freedom, popular participation, respect for human rights, justice, and equity, all of which are essential for enhancing human capacities to meet the challenge of development (to assess progress in those areas, there is a need for appropriate qualitative and quantitative indicators);

(e) Full mobilization and integration of women in the formulation and implementation of appropriate national policies to promote human resources development;

(f) The importance of women and youth in human resources development and support for conferences on these two themes;

(g) The vital importance of cooperation between the public and private sectors through effective implementation of policies, plans and programmes for economic development and the optimal use of resources to that end;

(h) The importance of international support for national and regional efforts in human resources development through the increased flow of resources to developing countries;

(i) The vital importance of appropriate national policies and their implementation to promote human resources development through the optimal use of resources, taking due account of the importance of primary education and primary health care programmes;

(j) The role of the United Nations system at the request of developing countries, to take appropriate steps to strengthen the support provided by their operational activities to national and regional action, and targets for human resources development, particularly by improving coordination and developing a multisectoral, integrated approach. The General Assembly also recommends that the United Nations coordinate its activities in support of national and regional programmes, priorities, and activities in human resources development through dialogue on policy, resource allocation, and the strengthening of databases for planning and monitoring as well as through appropriate, measurable qualitative and quantitative goals for human resources development;

(k) The need to achieve targets agreed upon by Governments, bearing in mind the importance of maintaining a multisectoral integrated approach to the relevant activities in a coordinated and integrated manner;

(l) The need to take action to mitigate negative effects of certain elements of stabilization and structural adjustment programmes intended to promote economic growth and development and in that respect the need for appropriate social safety nets in formulating and implementing these programmes in developing countries;

(m) The need to increase the flow of resources to developing countries by improving the international economic environment and international support to national efforts and regional programmes for human resources development in developing countries, particularly in the area of national capacity-building;

(n) The important role of non-governmental organizations in human resources development.

II. INITIATING HUMAN RESOURCES DEVELOPMENT IN THE PUBLIC SECTOR

22. Human resources development, in a sense, represents a broad vision of the relationship between individuals and society regarding their capabilities and capacities for sustainable economic development. However, when human resources development is directed towards a specific sector, in this case the public sector, the focus changes to a specific process of dealing with the attraction of people into, their retention in, and subsequent departure from that sector. It attempts to achieve the goals and objectives of the organization by maximizing individual and collective productivity. It also attempts to create a healthy relationship between the organization and its people; that is, both its human and non-human environments.

23. While there are many strategies, tactics, and operational methodologies for achieving the goals of human resources development in the public sector four intervention methods will be discussed. These are (a) the strategic planning initiative; (b) the information initiative; (c) the performance initiative; and (d) the training and professional development initiative.

The strategic planning initiative

24. The strategic planning initiative directs the energy and vitality of the public sector towards development of specific programmes and projects in human resources development. Many countries have embarked on this process. Selected instances in various countries are outlined below.

25. The Afghanistan plan articulates the following objectives:

- (a) To develop and strengthen the structure and functioning of departments;
- (b) To strengthen management and administrative training capabilities;
- (c) To develop a management system and improve support.

26. To achieve these objectives, Afghanistan has developed the following activities:

- (a) Providing incentives by offering promotions based on a merit system;
- (b) Providing information through intensive training and the assistance of consultants, in order to increase the competency of the Personnel Department to

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offer general guidance to other State agencies on managerial effectiveness and operational productivity.

27. In Bhutan, human resources development objectives involve:

(a) Promotion of national self-reliance;

(b) Preservation of national identity, along with the development of a compact, effective public service in the country;

(c) Complementarity of national economic development and the required workforce;

(d) Emphasis on developing human resources in the private and public sectors;

(e) Enhancement of the role of women in development.

28. These objectives are achieved through the following:

(a) An integrated and intersectoral approach to planning for human resources development through the mechanism of the Master Plan;

(b) Strengthening of education and training infrastructure within the country, as well as improvement in the quality of education and training;

(c) Attempts to widen the donor base for human resources development both in terms of increased aid from existing donors and assistance from new donors;

(d) Continuous institutional strengthening activities for human resources management, with emphasis on user agencies both in the public and private sectors;

(e) Special emphasis on programmes for the private sector to encourage its development and promote the acceleration of industrial development, without adversely affecting the environment.

29. In Indonesia, national objectives for human resources development involve:

(a) Improvement of procedures for formulating job positions;

(b) Improvement of recruitment criteria;

- (c) Adjustment of regulations for ongoing development needs;
- (d) Improvement of the career management system;
- (e) Increased development of functional positions;
- (f) Improved salaries and retirement procedures;
- (g) Increased ability and quality of district-level Government apparatus.

30. Strategies include:

- (a) Establishing job descriptions;
- (b) Efforts to improve the well-being of civil servants;
- (c) Development of a personnel information system;
- (d) Improved education and training for civil servants.

31. In Pakistan, human resources development focuses on

- (a) Attracting the best talent available for jobs in the public service;
- (b) Recruitment and promotion on merit;
- (c) Career development through job rotation within occupational groups;
- (d) Emphasis on training, both pre-service and in-service, for improving performance;
- (e) Retention in public service based on fair compensation and equitable chances of promotion;
- (f) Observance of due process in disciplinary actions and redress of grievances of public servants through Service Courts;
- (g) Accountability to Parliament and other constitutional bodies.

32. In Papua New Guinea, the human resources programme includes the following strategic components: (a) Capability of achieving greater organizational

purpose and direction; (b) A greater degree of goal congruence where elements of the organization work together towards broader global goals; (c) A distinct orientation to the future and development of sensitivity to the environment so that personnel management becomes more anticipative, opportune and responsive; (d) A resource economy-oriented organization where planning leads to the reduction of overlaps and duplications, and closer scrutiny of operations performance is based on both results/delivery analysis and cost/effectiveness evaluation, as well as providing the climate for disciplined thinking as the method for introducing rationality and logic to decision making.

33. Achievement of these goals is expected to be facilitated by (a) applying methods to guarantee objectivity and rationality in developing objectives and priorities and in the design of programme alternatives and resource allocation; (b) clear identification of decision areas; and (c) allotment of specific authority, responsibility and accountability for every programmed activity.

34. The human resources development plan of the Philippines has two objectives, namely: reduction of political patronage and attraction of as many qualified applicants as possible and selection of the best. To achieve these twin goals, the Civil Service Commission has developed several strategies:

(a) Increasing the visibility of the civil service;

(b) Integrating a positive and developmental approach with a certain degree of liberality and openness;

(c) Promoting the yearly National Congress and General Assembly of Workers in Government to enhance communication and cooperation;

(d) Complementing employee empowerment mechanisms for building up the bureaucracy by aiding in the deregulation and decentralization of operations;

(e) Deregulating human resources development in order to release funds to provide greater accessibility to training programmes and activities.

35. In the Sudan, human resources development objectives involve:

(a) Correcting the serious over-staffing problem;

(b) Making policies and strategies for administrative reform;

(c) Preparing the public service for a vital role in economic, social, and political development;

(d) Maintaining the neutrality and independence of the public service vis-à-vis political, racial, religious or geographical exploitation.

36. To achieve these objectives, the Government intended to begin by

(a) Restudying the organizational structure of public organizations;

(b) Redistributing surplus personnel;

(c) Implementing a self-recruitment plan for surplus employees to new Government projects;

(d) Non-retention of personnel;

(e) Studying problems of coordination between the executive organs;

(f) Studying the possibility of establishing a permanent body for reviewing wages and salaries.

37. A United Nations mission suggested a project for administrative reforms in the public sector which led to the creation of training management service units located in governmental organizations. Started in 1975, the project was accepted and promoted by the majority of top administrators in the country. Later, the rate of establishing additional units has been slow.

38. In Thailand, the following human resources development objectives are sought:

(a) Improving policies and internal management of the central personnel agency;

(b) Establishing a personnel policy statement to clearly define objectives and responsibilities;

(c) Providing a well-trained civil service staff for government programmes;

(d) Conducting research and analysis, and making reform proposals based on the information gathered;

(e) Improving information resource management;

(f) Revising a standards-based position classification system;

(g) Developing a new appointment system for executives.

39. The Civil Service Commission is actively involved in three strategies:

(a) A major planning effort;

(b) Conducting special studies for the diagnosis and in-depth examination of existing conditions;

(c) Skill-building for staff.

40. The focus of human resources development in Viet Nam involves:

(a) Redefining the functions of the ministries;

(b) Rationalizing the organization;

(c) Strengthening the coordination between central and local Governments;

(d) Building up a body of laws and regulations governing the functions of public organizations;

(e) Training civil servants to improve their administrative skills to support the development process;

- (f) Encouraging people to create jobs for themselves;
- (g) Readjusting wages and incomes;
- (h) Providing proper working conditions and labour protection;
- (i) Providing for social insurance;
- (j) Providing social welfare.

41. The broad spectrum of activities of the countries covered above shows that the strategic planning initiative is not one specific blueprint but more of an agenda, an institutional vision which helps to direct, monitor and track performance to stated goals and objectives. Strategic planning allows mid-course correction and even mid-course change should goals and objectives change.

The information initiative

42. The second model, the information initiative approach, requires a series of basic steps that generate high quality of information, which then can be utilized to identify (a) shortcomings in the current human resources capacities of the public sector; (b) types of professional development programmes needed in order to upgrade the quality of the staff; and (c) the knowledge and skills needed for those who will be recruited into the public sector.

43. The basic steps in creating the information initiative system for human resources management are as follows: (a) describing and diagnosing the existing system; (b) planning the future institutional scenario; (c) deciding the processes of human resources development; and (d) measuring the viability of new systems.

44. The composite of the human resources information forms a primary management information system for the public service and can be used as a technological management tool, particularly in the areas of structural administration and design; promotion and salary administration; personnel budgeting; selection; evaluation; training and career development; organizational evaluation and control; and personnel planning and management.

45. Once the personnel management information system is set up, four different approaches can be used by developing countries to upgrade the quality of their civil services. These are (a) identification of a relatively small number of

key positions to be staffed with the best available personnel; (b) creation of an elite corps in the French ENA tradition; (c) establishment of an internationally funded, parallel consultants' network; and (d) design of a service-wide career system, to be implemented gradually. The success of the four different approaches is heavily dependent upon an open, transparent, user-friendly personnel management information system.

46. Each of these systems, representing different approaches to human resources development, has its own strategic and operational requirements. Undoubtedly, a service-wide career system would be the most difficult and the most complex; it would be laden with all sort of obstacles no matter how gradually the plan was implemented. Experience has shown that system-wide programmes for human resources development, as well as other administrative and management improvement strategies, are a common element of many public sector reform efforts. Unfortunately, obstacles tend to dissipate the effectiveness of many reforms for change. In those developing countries where human resources development strategies utilizing the information initiative are being planned, a more decentralized approach would be more prudent. A decentralized strategy for developing countries provides a sense of being more manageable, one in which mid-course correction could be made quite rapidly.

47. Elaboration of the information initiative model is provided in a recently published report of the United Nations on changing perspectives on human resources development.

Performance initiative

48. The third model, performance initiative, starts with the premise that, if the public sector is to gain back its credibility and respond effectively to its new role as a "catalyst" in economic development and as a partner with the private and non-profit sectors for economic governance, then it must devote significant energy to increasing the performance and productivity of its human resources.

49. Although the public sector has provided goods and services and has contributed to the overall welfare, dissatisfaction with the public sector is increasingly widespread and becoming deeply entrenched. Finding ways to overcome and remove aspects of dissatisfaction should be a primary goal in public sector management.

50. Fortunately, three types of quantitative scrutiny can help the public service defend itself. Performance measurement can help empower public servants

by encouraging them to question "what" and "how" Governments provide goods and services. An important premise is that to improve the quality of their decisions, bureaucracies must also share widely the information necessary to make those decisions among their bureaucrats. The only effective sharing is that which is regular, honest, clear and open. Thus, anyone involved in decision-making - at any level - should have an open door to relevant information. Allowing information to circulate freely will help to stimulate new ideas and to focus problem-solving energies as well as to increase trust and commitment through transparency. Fact-based examinations can:

- (a) Measure public sector performance;
- (b) Link service measurement to resource allocation decisions that affect human resources;
- (c) Improve decisions by displaying clearly service and budget data.

51. With increasing democratization of developing societies, Governments in these countries are coming under intense scrutiny as to whether they are providing their citizens with goods and services. More important, Governments are now being scrutinized for their responsiveness to the needs and demands of their citizens. Citizen evaluations of responsiveness in an open society is now a growing phenomenon for Governments grappling with democratic governance.

52. Each inquiry or complaint, while it is being addressed, should lead to an intensive internal self-evaluation and examination of the activities of all the relevant organizations. Some questions that might be asked are: Is this actually what we should be doing? Are there better ways of accomplishing it? How can we ensure that negative effects are minimized? Who was responsible for the activity? How can we improve the performance of those who were responsible for the action?

53. Such questions draw attention to the essential measurement. There are ways in which public sector efficiency and outcomes can be measured objectively, but often management does not have the hard data needed to develop sound and feasible indicators. However, the concept of measuring public service is not only sound but feasible. Both outputs and outcomes are measurable. A measurement programme offers an opportunity to develop and present hard feedback necessary to judge performance. Public service in many countries currently depends on vague personal perceptions of circumstances as a measure of performance. Measures of performance can contribute to improved decision-making, greater satisfaction, higher morale and more authoritative choices.

54. Managers can use performance measurement data to accomplish three basic objectives: (a) to account for past activities; (b) to manage current operations, and (c) to assess progress towards planned objectives. The first two methods assist operational decision making, while the last method assists decision-making processes involved in planning. When used to look at past activities, performance measures can show the accountability of processes and procedures used to complete a task, as well as programme results. When used to manage current operations, performance measures can show how efficiently resources, such as dollars and staff, are being used. Finally, when tied to planned objectives, performance measures can be used to assess how effectively an agency is achieving the goals stated in its long-range strategic plan.

55. Data about inputs, outputs, outcomes and performance indices can play a key role in decision making that is often dominated by the subjective and the political. Measures help to answer questions such as: Are an agency's employees appropriately prepared to carry out their responsibilities? Are they as efficient or effective as counterparts in other jurisdictions? Are their programmes cost-efficient? Are they creating unintended side effects or producing unanticipated impacts? Are they responsive to the public? In short, are they productive?

56. A number of key indicators will define the development of performance measures. These will include programme performance, programme effectiveness, desirable characteristics of goods/services, management uses, data collection and analysis of data. (The annex further elaborates on performance measurement indicators.)

The training and professional development initiative

57. The fourth model, the training and professional development initiative, is perhaps the most utilized strategy in human resources development. Through a variety of academic and non-academic programmes, in-country and out-of-country, long and short term, this initiative is expected to increase operational capability, to improve programme and project sustainability, and to eliminate the need for expatriate assistance in the administration and management of public sector activities.

58. Unfortunately, the experience of the last three decades of development has shown that although large numbers of civil servants in developing countries have undergone training and professional development, many of these economies are not being managed, operated, or maintained effectively, and a few remain totally

dependent upon expatriate advisers. Inappropriately prepared or upgraded public servants often result in the deterioration of the country's physical infrastructure and provisions of goods and services.

59. In many developing countries there is an apparent lack of a "critical mass" of qualified managers, technicians, and skilled workers needed to support basic levels of public sector activity.

60. The major factors affecting the capacity of the public sector workforce encompass (a) ability to perform; (b) conditions in the workplace; and (c) attitudes about performance.

61. Four factors can make a key contribution to improving the current state of human resources development activities utilizing training and professional development. The first factor is workforce development, which would be implemented in a comprehensive manner encompassing personnel management; provision of resources needed to carry out work assignments; establishment of a proper workplace environment; adequate conditions of employment; and training for job-specific skills and knowledge. The second factor, country planning, would include greater focus on workforce development as an integral part of economic development. Planners and decision makers would emphasize workforce capacity and potential equally, along with economic indicators, in their articulation and implementation of strategies for economic development. The third factor is project management, which would play a critical short- and long-term role. In the short run a significant amount of training and professional development will be based on international technical assistance in the form of projects. Good management is the most important factor affecting all aspects of projects, including project development and formulation, implementation and evaluation. Project managers need to have full authority and responsibility for project activities and proper control of project funds. They need to be fully accountable for all actions taken under the project. Therefore, training and professional development programmes, which encourage managers to improve their management effectiveness in project preparation, implementation and review are essential components for an integrated development career. Finally, the fourth factor, manageability, which is the ability of the public sector to carry out all its activities with their own workforce, needs to be integrated into the training and professional development initiative. Appropriate general management training and professional development enables top- and middle-level civil service personnel to develop the criteria and experience needed to decide on activities with higher probability of success, and which are sustainable, rather than attempting those that are likely to generate more problems than solutions.

III. CONCLUSION

62. In the redefined public sector, the key question is: What will be the nature of the public service personnel? And further: How will public service deal with the highly trained and portable public servant? How will it deal with untrained and non-trainable personnel in view of the growing importance of performance in the new public service? Who are the trainable? What will be the nature of the new knowledge in the public service? These issues at one level have to be balanced with the need to link human resources development with economic planning and, at the next level, educational planning. Furthermore, successful human resources development plans would need to be tempered by global and national financial realities.

63. Encasing human resources development in socio-cultural values, on the one hand, and obtaining the commitment of people, government and public service, on the other, to transform society in an agreed direction would ensure development of relevant policies and programmes for human resources development. Each nation will have to determine its path, but what remains true is that people - well qualified - are the main ingredient of sustainable development.

Annex

PERFORMANCE MEASUREMENT QUESTIONS

In terms of programme performance:

How much of a service is provided?

How efficiently are resources used?

How effectively is a service provided?

In terms of effectiveness indicators for performance:

What is the intended purpose of the service?

What are the unintended impacts of the service?

How effective is the service in the prevention of problems before they arise?

Is the service adequate?

Is the service accessible?

Are clients satisfied with services?

Are services distributed equitably?

Is a product durable?

To what extent is a service provided to clients with dignity?

In terms of desirable characteristics of performance measures:

Is a service significant?

Is the service appropriate to the problem being addressed?

Is performance quantifiable?

Are services readily available?

Are services delivered in a timely manner?

Are services delivered in a relatively straightforward manner?

Is a measure of performance valid?

Is a measure acceptable?

Is performance measured completely?

Are measures accurate?

Are measures reliable?

In terms of management's uses of productivity measures, are measures used to help:

Set goals?

Estimate resource requirements?

Develop budget justifications?

Reduce costs?

Develop organization improvement strategies?

Control operations?

Reallocate resources?

Hold individuals or organizational units accountable?

Motivate employees to improve performance?

Compare agencies or subunits to similar entities or to past levels of achievement?

Predict periods of work overload or underload?

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Link increased resources to policy outcomes or to system-wide problems?

Improve benefit-cost linkages?

Develop more sophisticated capacities for measurement?

In terms of data collection:

Are existing records analysed?

Are clients surveyed?

Are taxpayers surveyed?

Are services rated by professional or trained observers?

Are special data collection techniques utilized?

In terms of the analysis of productivity data:

Are before vs. after comparisons made?

Are measures displayed in a time series?

Are comparisons made with other areas, jurisdictions, or client groups?

Are comparisons made with targets?
