

**A FRAMEWORK FOR
MORE EFFECTIVE IMPLEMENTATION OF
THE PUBLIC SECTOR MANAGEMENT PROGRAMME
(PSMP)**

August, 1999

FOREWORD

With Governments the world over redefining their roles, in order to focus more closely on the needs of their citizens, the Public Service Management Programme (PSMP) in Swaziland is an opportunity for us to do the same, but in a manner which recognises our own particular circumstances.

Over the past year, my Ministry has undertaken a systematic review of the implementation of the programme, with the result that the PSMP has been refocused. However, it has retained its important features, which provide both opportunities and challenges to the Government of the Kingdom of Swaziland. The programme is still predominantly Swazi-owned and driven, ensuring that the focus of the programme will be in those areas that rank high in the view of the stakeholders and policy makers. It also allows for an open and consultative process that places responsibility for problem definition, analysis and the development of proposed solutions with the Ministries and Departments concerned.

The PSMP is a very ambitious programme for which my ministry will require the support of all the concerned parties including the public servants and the nation at large. I believe that together, we can implement this very important programme successfully and thereby prevent externally imposed formulas.

Senator M.E. B. Mdluli

Minister for Public Service and Information

1. BACKGROUND TO THE PUBLIC SECTOR MANAGEMENT PROGRAMME (PSMP)

- 1.1 In the past six to seven years, Swaziland has been faced with deteriorating economic performance. Between 1992/93 and 1994/95, the government budget ran into deficit with the rate of expenditure far exceeding the rate at which revenue was collected. Among the expenditure items, personnel costs took the largest share and absorbed more than 40% of the revenue. This economic performance contrasted sharply with the impressive economic growth rates that were achieved by the country in the late 1980s and at the beginning of the 1990s.
- 1.2 The change in the country's economic conditions necessitated a change in the way government conducted her business. Government therefore embarked on a number of reform initiatives, which emphasise the need for government to adopt prudent fiscal management by ensuring that improvements are made in revenue collection and that expenditures are consistent with the economic performance of the country. In addition, the reforms seek to instil discipline and to uphold important factors such as affordability, efficiency and effectiveness in service delivery and in meeting targets. In 1995, government instituted an Internal Structural Adjustment Programme (ISAP) focusing on revenue diversification, expenditure control and the Public Sector Management Programme (PSMP). More recently, (1997) the Economic and Social Reform Agenda (ESRA) was launched.
- 1.3 Prior to instituting these measures, government had undertaken to strengthen the planning system by establishing the National Development Strategy (NDS). The NDS sets out the vision for the development of the Swazi society over a twenty five-year period and is based on the aspirations of all stakeholders and major players in the economy.

2. PUBLIC SECTOR MANAGEMENT ISSUES IN THE NDS

- 2.1 The NDS recognises that in modern economies, the major functions of Government can be grouped into three main categories. These are:
 - a) Creation of an enabling environment for economic, social and human development;
 - b) Exercise of sound macro-economic management; and
 - c) Provision of basic socio-economic services where private sector involvement is found to be inappropriate or unsatisfactory.

- 2.2 However, in order to carry out these functions well, it is imperative that there should be an effective and efficient civil service. In reviewing various reports from bilateral and multilateral agencies on the performance of the public service, the NDS found that both the relative size of this sector and its associated public wage bill were either above that for countries at a comparable stage of development, or above international norms. In addition, the NDS noted that over the years there had been a steady increase in the number of Government ministries and departments.
- 2.3 In addition, there is a general perception that there is over-staffing in Government, accompanied by poor quality services being offered by many departments. Further, the day-to-day management of the public service appears to be inadequate and there seems to be many instances of overlap and duplication of effort.
- 2.4 The PSMP was launched in June 1995, to address these challenges in the short and medium term. While progress has been achieved in the implementation of the PSMP, the programme has also experienced some setbacks in its early stages. Over the past year, efforts have been made to address these setbacks in a holistic and systematic manner. These have culminated in the programme being revised and refocused.

3. THE REFOCUSED PSMP

- 3.1 The refocused PSMP has the following objectives:
- a) To set out clearly and simply the intentions of the Government, in terms of the objectives and outputs of the programme;
 - b) To improve the planning and implementation of the programme through prioritisation of activities, targets and time frames;
 - c) To improve the management of programme implementation in terms of institutional arrangements and responsibilities; and
 - d) To regularly inform the nation and the public servants about the goals, objectives and progress of programme implementation.

4. PROGRAMME GOAL, PURPOSE, OBJECTIVES AND OUTPUTS

- 4.1 The overall goal of the PSMP is to contribute towards enhancing the capacity of the public service to perform at consistently high levels, to meet the expectations of government and the people in matters pertaining to economic growth, social development and good governance. In pursuance of this goal, the overriding purpose of the programme is to raise the standards of service delivery and to realise greater efficiency and cost effectiveness of the public service in Swaziland.

- 4.2 The PSMP has five main objectives. Each of these objectives will produce a number of outputs, whose overall impact will be to raise the standards of service, and to realise greater efficiency and cost effectiveness of the public sector as follows:

Objective 1: To develop clear and appropriate ministerial missions, objectives, strategies, structures and staffing levels.

Outputs:

- 1.1 Streamlined ministerial portfolio allocations.
- 1.2 Clear ministerial mission statements, objectives and strategies, and required staffing levels.
- 1.3 Appropriate organisational structures and operating systems and procedures, to facilitate the achievement of the objectives and functions of the ministries and departments.
- 1.4 Strategic and Action Plans for ministries developed.
- 1.5 Resource allocations in line with ministerial, sectoral and national priorities and action plans.

Objective 2: To identify areas where Government involvement needs to be reduced or is found to be inappropriate, and to increase the participation of the private sector, non-governmental organisations and individuals in the provision of services.

Outputs:

- 2.1 A comprehensive list of the areas in Government operations with potential for commercialisation or privatisation or for implementation by NGOs, per ministry.
- 2.2 Appropriate policies to implement commercialisation or privatisation of these operations developed.
- 2.3 Pilot schemes in Ministries and Departments selected.

Objective 3: To improve the performance and productivity of the public service for effective and efficient delivery of services, through new or revised operating, technical and management systems and new or revised human resources management systems.

Outputs

- 3.1 New or revised operating, technical and management systems and procedures in place.
- 3.2 New or revised human resources management systems in place:
 - (a) New performance planning and management systems, including a new performance appraisal instrument in place;
 - (b) Organisation of the human resources development and management function rationalised;
 - (c) Remuneration structure at all levels improved and geared towards a high performing civil service.
 - (d) Revised Civil Service Board/Commission functions and regulations in place; and
 - (e) Revised General orders in place.

Objective 4: To build the capacity of operational staff, middle level and senior public sector managers, through training.

Outputs:

- 4.1 Senior public service managers with adequate skills for effective leadership and strategic management of a changing public sector.
- 4.2 Middle level and supervisory managers with adequate skills and appropriate technical and human resources management skills for effective leadership and supervision in a changing public service.
- 4.3 Operational level staff with the required technical skills.

Objective 5: To create awareness and disseminate information to public servants and the nation at large about the goals, objectives and activities of the programme in order to encourage support and ownership of the PSMP.

Outputs:

- 5.1 Programme goal and objectives well known and understood.
- 5.2 Programme enjoys the support of public servants and the nation at large.

5. PROGRAMME STRATEGY

To achieve the programme purpose and objectives set out above, the PSMP has adopted a strategy that emphasises the Swazi ownership of the programme. Further, the strategy is based on the matrix concept, which enables formation of temporary PSMP task groups that are used to undertake specific activities. However these task groups are answerable to existing institutions within the Government structures.

6. LINKAGE TO TRAINING REQUIREMENTS

- 6.1 The PSMP recognises the critical need to match the pace of reform with the required training to strategically manage the restructured public service. The training will be directed at the following areas:
 - a) Managerial skills training throughout senior levels in the civil service. These skills are critical to the success of the programme;
 - b) Technical and human resources management skills for middle level public sector managers and supervisors;
 - c) Technical skills for operational level staff;
 - d) The strategic planning and management approach and consultancy skills for the staff of MSD and the ministerial PSMP teams charged with the responsibility of implementing the programme.
- 6.2 The Swaziland Institute for Management and Public Administration (SIMPA) will play a pivotal role in delivering the training. To meet the challenges placed upon it by the PSMP and the other national public policy initiatives, the capacity of SIMPA will be enhanced by an on-going institutional strengthening project, funded by the European Union and the Swaziland Government. In addition, the specific training to be given to MSD staff and

the PSMP ministerial team members, will be organised by the National Director, in consultation with the Director (MSD) and the relevant ministry management.

7. PROGRAMME ORGANISATION AND MANAGEMENT

- 7.1 The organisation and management of programme activities takes place at several levels that correspond to decision-making authority within the Government structures. These are: Cabinet; the office of the Head of the Civil Service; Central Agency Ministries; Line Ministries; the office of the National Director (PSMP) and the Management Services Division.

8. OVERALL PLAN OF THE PROGRAMME

- 8.1 The plan is to complete management audit studies within ten weeks for medium sized ministries and twelve weeks for larger ministries. Following this, two weeks will be allocated for the formulation of ministerial mission statements and the development of strategic and action plans. This will enable speedy consideration and implementation of the recommendations for improved efficiency and effectiveness of the ministerial and departmental operations.

9. PROGRAMME MONITORING AND EVALUATION

- 9.1 Monitoring of programme implementation and reporting on the management audit and strategic and action planning; cross cutting studies and studies of technical issues, is one of the primary responsibilities of the National Director. The National Director reports on the overall progress of the programme to the Public Service Reconstruction Committee (PSRC) on a monthly basis, while the Minister for Public Service and Information will table quarterly progress reports to Cabinet. In addition, six months after completion of strategic and action planning, a technical evaluation of the PSMP will be undertaken.

10. CONCLUSION

- 10.1 The refocused PSMP will be implemented with greater urgency, simplicity and a bias for action. In addition, adequate institutional arrangements have been put in place in order to ensure proper planning, co-ordination and the monitoring of progress of the various components. This gives the refocused PSMP a number of important features:
- It is home-grown and predominantly Swazi-designed and driven. This approach will ensure that resources are channelled to those problems, which rank high in the estimation of the stakeholders and policy makers;
 - It recognises the need to build and test continuing political commitment

and leadership;

- It emphasises an open process, which is consultative and participatory;
- It places the responsibility for problem definition and analysis, and the development of proposed solutions with the ministries, within a supportive and enabling framework managed by the National Director. This approach will ensure that ownership of the programme will be high within the ministries, thereby minimising the risk of resistance to change