1. BACKGROUND AND INTRODUCTION

1.1 Swaziland is classified as a middle-income developing country and had a GDP per capita of US$ 1,400-00 in 1999. Between 1986 and 1990, the country's economy grew at an average of 9% per annum. During this period, the government budget was in surplus. This positive economic out-turn encouraged the government to embark on major development projects in the country.

1.2 However, from 1990/91, Swaziland experienced the beginning of a difficult economic climate arising from declining foreign direct investment, reduced economic growth rates and droughts. In the 1992/93 financial year, the government budget registered its first deficit. The deficit continued into the 1993/94 financial year. Since then and while in some years the situation improved slightly, the overall trend has been a growing gap between government expenditure and revenue. Table 1 below depicts the surplus/deficit situations for the periods 1990 / 91 – 1999 / 00.

Table 1:

Public Revenue and Expenditure: 1990/91-1999/00

YEAR	REVENUE (E Million)	EXPENDITURE (E Million)	DEFICIT / SURPLUS	% GDP
90 / 91	756	755.8	0.6	7.9
91 / 92	816	794.9	21.1	- 0.1
92 / 93	971.8	1014.1	-42.2	1.0
93 / 94	981.9	1152.8	-170.9	3.1
94 / 95	1200.1	1379.6	-197.5	3.5
95 / 96	1422.9	1387.0	55.9	3.2
96 / 97	1704.2	1760.4	– 56.1	3.6
97 / 98	2038.6	1822.3	216.3	4.0
98 / 99	2271.4	2290.1	-19.3	2.7
* 99 / 00	2567.9	2706.7	– 138.8	3.1

Source: Development Plan (Economic Planning Office): 1995/96 – 1997/98 Pg 25; and 1999/00 – 2001/02 Pg 26.
* Estimates for the year from 1st April 2001 to 31st March 2002 (Ministry of Finance) Pg I-3

1.3 Apart from the major development projects that were started during the boom years, the other major contributing factors to the budget deficit are the relative size of the public sector in Swaziland and its associated wage bill. Both are thought to be either above that for countries at a comparable stage of development, or above accepted international norms. For instance, in 1992/93 when the first budget deficit was registered, the proportion of the personnel budget to the total revenue was almost 40%. Table 2 overleaf shows the personnel budget as a proportion of total revenue over the period 1990/91 to 1998/99.

Table 2:
Personnel Expenditure as a percentage of Revenue

YEAR	TOTAL REVENUE (E Million)	TOTAL PERSONNEL COSTS (E Million)	PERSONNEL EXPENDITURE AS A PROPOTION OF REVENUE
90 / 91	756.4	244.6	32.3
91 / 92	816.1	278.4	34.1
92 / 93	971.8	383.4	39.5
93 / 94	981.9	527.6	53.8
94 / 95	1200.1	542.6	45.2

95 / 96	1442.9	634.2	44.0
96 / 97	1704.2	734.9	43.1
97 / 98	2038.6	796.6	39.1
98 / 99	2271.4	966.9	37.7

Source: Development Plan (Economic Planning Office) 1995/96 – 1997/98 Pg 25 and 1999/00 – 2001/02 Pg 26.

1.4 In addition, it was noted that there had been a steady increase in the number of government ministries and departments over the years. However, the quality of public services being offered was poor, and overall productivity in the public service was low. Furthermore, the day-to-day management of the civil service appeared to be inadequate, with many instances of overlap in responsibilities and duplication of effort.

1.5 In order to finance the deficits, Government resorted to running down its reserves. For the medium term and starting in 1995, the Government embarked on a number of measures and reform initiatives, which are collectively known as the Internal Structural Adjustment Programme (ISAP). These measures seek to broaden the sources of revenue and instil discipline and prudent fiscal management in government. The main elements of ISAP include:

- Revenue diversification;
- Public expenditure control;
- Public Enterprises Reform; and
- Public Sector Management improvement.

1.6 Concerning the last element of ISAP, an internally conceived programme to improve the management of the public sector was established. It is called the Public Sector Management Programme (PSMP). It was launched in June 1995. The main objective of the PSMP is to address the issues in the public service that contribute to the budget deficits and those that challenge the public sector for national development.

2.   THE NATIONAL DEVELOPMENT STRATEGY AND THE VISION 2022

2.1 Prior to instituting the ISAP and much earlier than the time when the fiscal problems manifested themselves, Government had undertaken to strengthen its planning system by developing a comprehensive National Development Strategy (NDS).

2.2 The NDS has now been drawn up and officially launched. It sets out the vision for the development of the Swazi society over a 25-year period, to 2022. The strategy is based on the aspirations of all the stakeholders and major players in the economy. The agreed NDS Vision 2022 is that:

> *"By the Year 2022, the Kingdom of Swaziland will be in the top 10% of the medium human development group of countries founded on sustainable economic development, social justice and political stability."*

The public service is critical to the attainment of the NDS Vision 2022.

3.   CONTINUING CHALLENGES FOR ECONOMIC GROWTH

3.1 The country's aspirations for improving the quality of life for its citizens rely heavily on sustaining and improving the growth of the economy, attaining social justice and maintaining a high degree of political stability.

3.2 The Swaziland economy is relatively open and is therefore vulnerable to external shocks. For example, in 1997, the share of exports to GDP was on average 80%, while the share of imports to GDP was 99%. The economy is also dependent mainly on the performance of the agricultural and manufacturing sectors. However, in the past few years, these sectors have faced major problems related to climatic conditions for agriculture, and intensified competition for markets, in relation to the manufacturing sector. These conditions forced the companies operating in these sectors to restructure their operations, resulting in major

retrenchments. This has subsequently contributed to increased poverty in the country. Table 3 below depicts the contribution of the main economic sectors over the period 1992/93 to 1997/98.

Table 3:
Sector contribution to GDP

Year	Agriculture (E Million)	Manufacturing (E Million)	Government Services (E Million)	Other (E Million)	Total
92 / 93	116.6	415.4	205.6	53.7	791.3
%	**14.7**	**52.5**	**25.98**	**6.8**	**100**
93 / 94	110.8	419.2	217.8	56.0	803.8
%	**13.78**	**52.1**	**27.1**	**6.97**	**100**
94 / 95	114.4	437.6	216.1	57.8	825.9
%	**13.9**	**52.98**	**26.2**	**6.998**	**100**
95 / 96	107.2	456.3	209.7	59.2	832.4
%	**12.9**	**54.8**	**25.2**	**7.1**	**100**
96 / 97	135.6	466.8	205.2	64.6	872.2
%	**15.5**	**53.5**	**23.5**	**7.4**	**100**
97 / 98	127.1	491.5	204.2	66	888.8
%	**14.3**	**55.3**	**22.97**	**7.4**	**100**

Source: Development Plan (Economic Planning Office) 1999/2000 – 2001/2002 Pg 11.

3.3 The growth of the economy in recent years has continued to be sluggish. This has made it imperative that government continues to exercise fiscal discipline and to re-prioritise its programmes. At the same time, pressure to maintain macro-economic stability has been mounting.

3.4 Additional pressure to the budget has been exerted by the escalating HIV/AIDS epidemic, which has increased the demand for improved delivery of public services, including the provision of more and better health and social welfare services. The worsening economic situation has also impaired the capacity of both the public and private sectors to create enough jobs to keep pace with the rate of entry into the labour market. This situation has, in turn, further aggravated the problem of poverty in the country. Table 4 depicts the trends of paid employment in recent years.

Table 4:
Estimated paid employment: 1990-1997

	1990	**1991**	**1992**	**1993**	**1994**	**1995**	**1996**	**1997**
Private Sector (E Million)	64 645	64 436	64 485	63 564	61 084	60 735	63 497	60 790
Public Sector (E Million)	27 355	27 502	27 650	27 562	27 206	26 300	26 367	27 392
Total (E Million)	92 000	91 938	92 135	91 126	88 290	87 035	89 864	88 182
Growth Rate %	**0.7 %**	**– 0.1 %**	**0.2 %**	**– 1.1 %**	**– 3.1 %**	**– 1.4 %**	**3.3 %**	**- 1.9 %**

Source: Development Plan (Economic Planning Office) 1999/2000 – 2001/2002 Pg 50.

4.   TRENDS IN PERSONNEL EXPENDITURE

4.1 The public service wage bill has continued to rise in recent years, out-pacing the growth of government revenue. The personnel budget is still the largest single recurrent expenditure item in the budget. Whilst it is government's intention to have a properly remunerated civil service, there are constraints within which this can be achieved. The underlying problem of high public sector personnel costs continues to be felt in the economy. Tables 5 provides more recent breakdowns of the relationship between total recurrent expenditure and public service personnel costs, while Table 6 shows the trend in the growth of the personnel budget.

Table 5:
Personnel Expenditure as a percentage of the Recurrent Budget

YEAR	RECURRENT EXPENDITURE (E MILLION)	PERSONNEL EXPENDITURE (E. MILLION)	PERSONNEL EXPENDITURE AS A PROPORTION OF RECURRENT EXPENDITURE (%)
90/91	452.4	244.6	54.1
91/92	516.5	278.4	53.9
92/93	718.7	383.4	53.3
93/94	872.7	527.6	60.1
94/95	1049.6	542.6	51.7
96/97	1128.9	634.2	56.2
97/98	1465.3	734.9	50.2
98/99	1503.8	796.6	53.0
*99/00	1879.4	966.9	51.4

Source: Development Plan (Economic Planning Office): 1995/96 – 1997/98 Pg 25; and 1999/00 – 2001/02 Pg 26.
* Estimates for the year from 1st April 2001 to 31st March 2002 (Ministry of Finance) Pg I-3

Table 6:
Personnel Cost Analysis: 1990 – 2000.

Year	Personnel Expenditure (E Million)	Growth in Personnel Expenditure (E Million)	Growth % of Personnel Expenditure
90/91	244.6		
91/92	278.4	33.8	12.1
92/93	383.4	105.0	27.4
93/94	527.6	144.2	27.33
94/95	542.6	15.0	2.8
96/97	634.2	91.6	14.4
97/98	734.9	100.7	13.7
98/99	796.6	61.7	7.7
*99/00	966.9	170.3	17.6

Source: Development Plan (Economic Planning Office): 1995/96 – 1997/98 Pg 25; and 1999/00 – 2001/02 Pg 26.
* Estimates for the year from 1st April 2001 to 31st March 2002 (Ministry of Finance) Pg I-3

4.2 In the light of the continuing challenges, and in support of the other on-going initiatives, the government also launched the Economic and Social Reform Agenda (ESRA) in 1996. In addition, a poverty alleviation strategy and plan have also been developed. The main thrusts of ESRA are:

- The acceleration of economic growth in order to increase national income and alleviate poverty;

- The improvement of social services to the people so as to achieve sustainability in social service; and

- Good governance characterised by, *inter alia,* transparency, accountability, discipline and the rule of law.

4.3 Clearly, there is an on-going need for Government to redefine its role in order to meet the expectations of its citizens and its development assistance partners. It needs to be pro-active, innovative and cost effective in its approach to service delivery. Specifically, the expectation is that the major functions of Government, as in most other modern economies, will be focused on three main areas, namely:

- Creation of an enabling environment for economic, social and human development;

- Exercise of sound of sound macro-economic management; and

- Provision of basic socio-economic services, where private sector involvement is inappropriate or unsatisfactory.

5. PSMP AND THE NEW STRATEGIC VISION

5.1 Following the launch of the PSMP in 1995, ministerial PSMP Teams were established to undertake diagnostic studies prior to the formulation of strategic plans and restructuring of the ministries and departments. Up to 1998, the following was achieved:

- The PSMP process was refined and its phases and activities elaborated;

- The terms of reference and the reporting formats for the management audit phase of the PSMP were developed, to guide the ministerial PSMP teams;

- Interim management audit reports were prepared by a number of ministries, although their depth of analysis and the recommendations needed to be revisited.

5.2 However, a number of issues hindered the more vigorous implementation of the programme. Among the main difficulties encountered were the following:

- Lack of technical leadership resulting from the delay in appointing a substantive National Director for the programme;

- Limited understanding of the technical demands of the programme;

- Lack of a civil service-wide feeling of ownership for the programme;

- The tendency on the part of ministerial PSMP teams to view and approach the PSMP assignments as secondary and "part-time", while giving priority to their own substantive ministerial work; and

- Inadequate budget allocations to the programme.

5.3 In recognition of the above constraints, the Government systematically reviewed the implementation of the PSMP in 1999. The review was aimed at achieving 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 compelling need for reform of the public sector and the goals, objectives and the progress of programme implementation.

5.4 The final output of the review was a PSMP Framework Document, which was officially presented by His Excellency the Prime Minister. In the framework document, the overall goal of the PSMP was agreed to be:

"To contribute towards enhancing the capacity of the public service to perform at consistently high levels in order to meet the expectations of Government and the people, in matters pertaining to economic growth, social development and good governance".

5.5 The main 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".

5.6 It is felt that in this way, the public service as one of the critical and important institutional players, will help in turning around the country's economy and facilitate further economic, social and human development. The refocused programme also spelt out more clearly the objectives and outputs of the PSMP. The PSMP is expected, in the short- to medium- term, to:

(1)   Develop clear and appropriate ministerial missions, objectives, strategies, structures and staffing levels;

(2)   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 (NGOs) and individuals in the provision of services;

(3)   Improve the performance and productivity of the public service for efficient and effective delivery of services, through new or revised operating, technical and management systems and new or revised human resources management systems;

(4)   Build the capacity and capability of operational staff, and middle level and senior public sector managers, through training;

(5)   Create and increase awareness and to disseminate information to public servants and the nation at large about the compelling need for public sector reform and the goals, objectives and activities of the programme, in order to encourage support and ownership of the PSMP.

6.   PSMP PROJECTS

6.1 The refocused programme also called for the development of a PSMP project document, which would clearly describe and link the programme goals, purpose and objectives, to clear and well defined projects and activities that would address the challenges in the public sector that face Swaziland. The five PSMP objectives set out above, address the on-going concerns about the role of government, the size and cost of the public service; problems of performance and productivity management in the public service, unsatisfactory services, and the impact and effectiveness of public agencies in comparison with alternative service delivery modalities, and the problems of civil service management. In addition, they take

cognisance of Swaziland's Vision 2022's emphasis on equity, poverty alleviation and job creation. The refocused PSMP is therefore an integral part of the Government's national turn-around strategy.

6.2 The PSMP objectives also provide a basis for the choice of distinct but inter-related measures to be pursued in an effort to achieve the objectives of public sector reform in the country. The interventions identified are of two categories:

- Those that will address specific issues of major concern and the requirements for restructuring and capacity building in the ministries and departments (i.e. Ministerial Review and Capacity Building); and

- Those that will address issues that cut-across the entire public service, or are specialised in nature (i.e. Studies of cross-cutting and specialised issues in the public service).

6.3 These interventions are closely related and mutually supportive. This is why the proposed projects cut across a number of the main issues of concern that have been identified as critical to the reform of the public service. The projects include the following:

i)   A Comparative Study to Determine the Required Size and Sustainable Cost of the Swaziland Civil Service

ii)   Review of the Human Resources Management function in the Swaziland Civil Service

iii)   Approach to and the Policy Framework for Alternative Delivery of Public Services

iv)   Ministerial Review and Restructuring

v)   Approach to and the Policy Framework for the Synchronisation of Skills with Jobs in the Restructured Ministries/ Departments

vi)   Development of a Performance Management System for the Swaziland Civil Service

vii)   Approach to and the Policy Framework for managing separation from the civil service

viii)   Inculcation of Customer service attitudes

ix)   Introduction of Measures to Promote Public Service Ethics and Accountability

x)   Capacity Building through Training and other measures

xi)   Adaptation of Information and Communications Technologies to Networking, Team–building and Performance Management Needs

xii)   Monitoring and Evaluation of PSMP impact

6.4 The way in which these projects will systematically address the issues is outlined in Table 7 below:

Table 7
Linkages between the main issues of concern and the PSMP projects

PSMP PROJECT	MAIN ISSUES OF CONCERN TO BE ADDRESSED BY THE PROJECT
1. A comparative study to determine the required size and sustainable cost of the Swaziland Civil	▪ Cost and size of the public service

Service.	▪ Overlapping portfolio responsibilities Organisation and Civil Service management
2. Review of the Human Resources Management Function in the Swaziland Civil Service	▪ Organisation and Civil Service Management ▪ Overlapping portfolio responsibilities ▪ Low productivity
3. Approach to and the Policy Framework for Alternative Delivery of Public Services	▪ Unsatisfactory services ▪ Low productivity ▪ Cost and size of the public service
4. Ministerial Review and Restructuring	▪ Overlapping portfolio responsibilities ▪ Unsatisfactory services ▪ Cost and size of the civil service ▪ Organisation and Civil Service management
5. Approach to and the policy Framework for the Synchronisation of Skills with Jobs in the Restructured Ministries/Departments	▪ Unsatisfactory services ▪ Low productivity ▪ Organisation and Civil service management
6. Development of a Performance Management System fort he Swaziland civil Service	▪ Low productivity ▪ Unsatisfactory services ▪ Organisation and Civil service management
7. Approach to and the Policy Framework for managing separation from the civil service	▪ Cost and size of the civil service ▪ Organisation and Civil Service management.
8. Inculcation of Customer service attitudes	▪ Unsatisfactory services ▪ Low productivity
9. Introduction of Measures to Promote Public Service Ethics and Accountability	▪ Unsatisfactory services ▪ Low productivity

	▪ Organisation and Civil Service management
10. Capacity Building through training and other measures	▪ Low productivity
	▪ Unsatisfactory services
	▪ Organisation and Civil Service management
11. Adaptation of Information and Communications Technologies to Networking, Team-Building and Performance Management Needs	▪ Low productivity
	▪ Unsatisfactory services
	▪ Organisation and Civil Service management

7.   CLASSIFICATION OF THE PROJECTS

7.1 The detailed descriptions of the PSMP projects appear below in Section 8, and are based on the two main areas of the programme as outlined earlier. It should be noted that the project format and contents have been discussed and reviewed with the lead agencies of the programme and a wide range of stakeholders and development partners.

7.2 The projects are presented in a sequence, based on their priority and the ideal time for their implementation in the programme cycle. The projects are also classified as being key, core or support projects.

7.3 The key projects are those projects that will give the programme, the necessary baseline data or provide the required supportive policy framework, to undertake reform in the public sector. Therefore, they need to be undertaken at the earliest opportunity in the programme cycle.

7.4 Core projects are the projects that address the central issues for reform in the public sector. They are the core business of this reform initiative. The support projects on the other hand, are just that. They will support or leverage, and more firmly anchor the proposed public sector reforms into the day-to-day operational systems, procedures and practices of the public service. The project for monitoring and evaluation of PSMP impact will review the progress and achievements of the programme. Table 8 below summarises the PSMP projects and their classification.

Table 8
Summary and Classification of the PSMP Projects

Classification	Project Title
Key Projects	• A Comparative Study to Determine the Required Size and Sustainable Cost of the Swaziland Civil Service
	• Review of the Human Resources Management function in the Swaziland Civil Service

	• Approach to and the Policy Framework for Alternative Delivery of Public Services
Core Projects	• Ministerial Review and Restructuring
	• Approach to and the Policy Framework for the Synchronisation of Skills with Jobs in the Restructured Ministries/ Departments
	• Development of a Performance Management System for the Swaziland Civil Service
	• Approach to and the Policy Framework for managing separation from the civil service
	• Inculcation of Customer service attitudes
	• Introduction of Measures to Promote Public Service Ethics and Accountability
Support Projects	• Capacity Building through Training and other measures
	• Adaptation of Information and Communications Technologies to Networking, Team–building and Performance Management Needs
	• Monitoring and Evaluation of PSMP impact

The next section gives the detailed descriptions of the projects.

8.   DETAILED PROJECT DESCRIPTIONS

Project Title: *A comparative study to determine the required size and sustainable cost of the Swaziland civil service.*

Project Reference No: PSMP/1/1

Background and brief description: The Public Sector Management Programme (PSMP) was launched in 1995, in response to the growing budget deficit and the continuing increase in the percentage of the budget going towards personnel costs. The major issues of concern at programme conceptualisation therefore, were the size and cost of the civil service. However, no specific study has been undertaken to analyse these issues at a strategic level, and to compare and determine the required size and sustainable cost of the Swaziland civil service

Since the launch of the programme in 1995, the issue of the sustainability of the current level of personnel expenditure has become even more critical as a result of the impending reductions in one of the country's largest revenue sources, the Southern African Customs Union (SACU).

In implementing the ministerial review and capacity building component of the PSMP, one of the strategies adopted is to review and restructure every ministry and major department in the civil service. While this ministry-by-ministry approach allows for detailed institutional assessments to be made, it does not provide the programme with a strategic overview of the whole civil service, in terms of its size and cost. In addition, possible areas of overlap and duplication across the whole civil service are not easily identified under this approach. Furthermore, it is also important to ascertain, at a strategic level, the role of government in each sector, the distribution of posts between and within ministries and the major elements

that constitute the personnel budget in the civil service, as well as to compare the size and cost of the civil service in Swaziland, with similar countries in the region and elsewhere.

The purpose of this project therefore, is to analyse the Swaziland civil service and to compare its size and cost with similar countries in the region and to determine the levels and the direction of the required size of the civil service. The outputs of this project will provide critical background information, particularly to the projects on the *Approach to and the Policy Framework for Alternative Delivery of Public Services (*PSMP1/3) and *Ministerial Review and Restructuring* (PSMP1/4).

This project has been implemented with funding support from the Swaziland Government.

Project Objectives:

The project objectives were as follows:

(a)   Undertake a strategic review and analysis of the role of government and relate it to the existing ministerial portfolio allocations, objectives, functions and the overall structure and size of the Swaziland civil service in order to identify areas where savings can be made by merging or re-allocating the portfolio responsibilities between ministries/departments;

(b)   Undertake an assessment of the distribution of posts across all ministries/departments in the civil service, paying particular attention to issues of deployment of staff by function and by grade (i.e. administrative support versus the core functions);

(c)   Identify discrepancies if any, between the payroll and Establishment Register figures;

(d)   Undertake an in-depth assessment of the personnel budget, paying particular attention to its composite elements and distribution across all ministries/departments in the civil service; and

(e)   Undertake an analysis of the composition of the government revenue base, in order to ascertain Swaziland government's ability to sustain the current and future levels of personnel expenditure.

(f)   On the basis of (a) to (e), undertake a comparative analysis of the size and cost of the Swaziland civil service and make recommendations to the Government on the levels and the direction of the required size and sustainable cost of the civil service.

Project tasks:

(i)   Set up ad hoc technical committee to help oversee the study;

(ii)   Select the consultant(s);

(iii)   Undertake the study (collect data, analyse and prepare a draft report of the findings and recommendations);

(iv)   Present the draft report of findings and recommendations to the technical committee for discussion and comment, (including consultations on, and vetting of findings and recommendations);

(v)   Prepare and submit the final report to Government.

Expected outputs:

A report has been prepared and outlines the consultants findings and recommendations on:

▪   The role of Government in each sector;

- The current Government portfolio allocations and the ministerial objectives, functions and activities and how these can be streamlined;

- The distribution of posts across all ministries/departments in the civil service, and particularly with regard to the issues of deployment of staff by function and grade;

- The composition or the main elements that constitute the revenues for the Swaziland Government, and government's ability to sustain the current and future levels of personnel expenditure;

- The composition or the main elements that constitute the personnel budget and their distribution across all ministries/departments in the civil service;

- The discrepancies if any, between the payroll and Establishment Register figures;

- How the Swaziland civil service compares with other countries in the region, on the issues of size and sustainable cost; and

- Recommend the levels and direction of the required size and sustainable cost of the civil service in Swaziland, including areas where savings can be made by merging or re-allocating functions between ministries/departments.

Performance Indicators:

➢ Study report submitted and adopted

➢ Required size and sustainable cost of the Swaziland civil service determined

Linkages (if any) with other PSMP project(s):

This is a key project to the whole PSMP initiative, as it will provide the programme with the necessary baseline data, the strategic direction and the required policy framework to facilitate the implementation of reform in the public sector.

Project Title: Review of the *Human Resources Management function in the Swaziland Civil Service (Legislative, Institutional and Administrative frameworks)*

Project Ref. No.: PSMP/1/ 2

Background and Brief Description: Within the context of the PSMP, it has been acknowledged that the day-to-day management of human resources in the public service is inadequate and that its nature can be characterised as traditional Personnel Management. In addition, a number of offices share the responsibility for human resources management in the Swaziland Civil Service, thereby making accountability for performance difficult.

The main thrust of this project is to critically review the legal, institutional, administrative and any other relevant factors and issues that affect the human resources management function in the Civil Service of Swaziland. This will involve examining the legislation and the roles, powers, functions and operations of all offices that have some responsibility for human resources management in the Civil Service. In addition, the consultancy will appraise the effectiveness of these agencies in facilitating performance improvement, building a responsive Civil Service, and in delivering public services cost effectively and efficiently. Furthermore, the study will also investigate the impact of HIV/AIDS on human resources policies and practices in the Swaziland Civil Service.

This project has been implemented (September 2000 to March 2001) with funding support from the United Nations Development Programme (UNDP).

Project Objectives /TOR

The project objectives/terms of reference were as follows:

(a)   Examine and critically review the legal framework that governs employment in Swaziland generally and in particular, the human resources management function in the Swaziland Civil Service.

(b)   Examine and critically review the institutional framework for human resources management in the Civil Service (i.e. the roles, powers, functions, structures, and operations) of the different offices. This will include examining the existing delegation or decentralisation of powers and authority to Principal Secretaries, Senior Department Heads and other Supervisory Staff in the line Ministries.

(c)   Examine and critically review the appropriateness or otherwise of the systems and procedures followed by the offices in (b) above, and particularly with regard to the recruitment, selection and appointment of staff; the promotion or demotion of staff and the transfer, discipline and grievance handling procedures in the Civil Service

(d)   Examine and critically review the administrative and regulatory framework for human resources management in the Civil Service (e.g. General Orders, Establishment Circulars)

(e)   Examine and critically review the appellate systems within the Civil Service and whether these are in line with contemporary human resources management practices or not.

(f)   Examine and critically review the draft Public Service and Civil Service Commission Bills, the findings and recommendations of the Salaries Review Commission Report (1999), and the Report of the UNDP Mission (Public Sector Management Review) to the Kingdom of Swaziland of June 1995.

(g)   Collect and analyse data on the probable prevalence of HIV/AIDS in the Swaziland civil service and assess and consider its impact on the human resources management policies, functions and practices.

(h)   Any other matters incidental to the achievement of the aims and objectives of the consultancy study.

Project tasks

The project tasks were as follows:

(ii)   Recruit consultants for the study

(iii)   Constitute project technical and policy committees

(iv)   Undertake the study

(v)   Submit draft report to the technical committee for discussion and comment, (including consultation on, and vetting of findings and recommendations)

(vi)   Prepare and present final report to government for the approval/rejection of recommendations

Expected outputs

A report has been produced and makes recommendations on the following issues:

▪   An appropriate institutional framework for the effective and efficient management of human resources in the Swaziland Civil Service;

▪   An effective system of delegation and decentralisation of the powers to recruit, select, appoint, promote, transfer, second and discipline civil servants, to the line Ministries and Departments;
▪   An appropriate administrative and regulatory framework for human resources management;

▪   Appropriate appellate systems against human resources management decisions, which will meet the needs of a restructured and decentralised Civil Service management function;

▪   Draft legislation to support the institutional and administrative frameworks recommended above; and

▪   Information on the probable prevalence of HIV/AIDS in the Swaziland civil service and its impact on the human resources management policies, functions and practices.

Performance Indicators

➢   Study report submitted and adopted

➢   The roles of the agencies, ministries, and departments handling human resource management functions are clarified, and potential areas of overlap are removed;

➢   Laws pertaining to the management of the human resources function in the civil service (including the General Orders) are brought up to date.

➢   Prevalence of HIV/AIDS in the Swaziland Civil Service assessed and human resources management policies and procedures revised.

Linkages (if any) with other PSMP project(s):

This is one of the key projects to the PSMP initiative. It has provided the programme with the necessary baseline data, the strategic direction and the required policy and regulatory frameworks for human resources management in the Swaziland Civil Service.

Project Title: A*pproach to and the policy framework for alternative delivery of public services*

Project ref No: PSMP/1/3

Background and brief description: One of the objectives of the PSMP is "*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, the non-governmental organisations and individuals in the provision of public services"*. The PSMP aims to define the role of government in each sector, while acknowledging that Government has a social responsibility to continue to provide basic social services to the people (refer to the *Comparative Study to Determine the Required Size and sustainable Cost of the Swaziland civil Service* (PSMP1/1) *and Ministerial Review and Restructuring (*PSMP1/4) projects*). In recognition of this therefore, the focus of this project is to follow-on the projects referred to above, to develop an appropriate policy framework, which will facilitate the identification, examination, agreement and implementation of alternative public service delivery options and to develop appropriate regulatory frameworks by government, for the various options. The project will also provide for the assessment of the capacity of the individuals, private sector and NGOs to provide these services.

Phase 1 of this project is on-going with funding support from the Swaziland Government

Project objective/TOR

It is proposed that a two- phase approach be adopted for implementing this project as follows:

Phase 1: Development and agreement on the approach to and the basic principles and criteria for alternative service delivery options

(a)   Undertake a study and propose policy and regulatory frameworks for alternative options for the delivery of public services and the implications thereof, taking into account the particular circumstances of Swaziland.

(b)   Investigate the existing capacity of the private sector, in particular Swaziland owned business and NGOs, to provide public services;

(c)   Recommend an appropriate policy framework for the different options, (including the criteria for selection of the public services that will be subject to review under this approach as well as efforts that may be required to promote the participation of Swazi owned business entities in the provision of the services).

(d)   Identify specific areas of public service provision as the candidates for alternative service delivery options (based mainly on the lists generated by the management audit studies).

Phase 2: Specific studies

Arising out of phase 1, specific studies will then be undertaken for each identified area with potential for alternative service delivery. Specifically, these studies will:

(e)   Investigate the full range of service provision options per area, including the likely cost structure per option.

(f)   Investigate the existing capacity of the private sector, in particular Swazi owned businesses, NGOs and other entities to provide the proposed services.

(g)   Investigate issues that may constrain the participation of the private sector, and especially Swazi owned businesses, NGOs and other entities in the provision of these services and make recommendations on how these constraints can be ameliorated to facilitate the alternative service delivery options.

Project Title: *Ministerial Review and Restructuring*

Project Ref. No.: PSMP/1/4

Background and Brief Description: This project addresses issues of the objectives, size, cost, and effectiveness of government against the background of stagnant economic growth, widening current account and budget deficits, the skewed allocations to staff emoluments, and the resource constraints facing government and the realisation of the government's poverty alleviation objectives. The Project asks whether it is fitting and proper for Government to remain active in a particular field, or if the provision of a designated service or product should be (a) transferred to the private or non-governmental sector (b) co-produced with the private, non-governmental or local government sector. The project will benefit from the findings and recommendation of the *Comparative Study to Determine the Size and Sustainable Cost of the Swaziland Civil Service (PSMP1/1)* and *Appraoch to and the policy framework for alternative delivery of public services (PSMP/1/3,* which are key projects under the programme.

Furthermore, the project seeks to establish the number and grades of posts needed to make the new structures work at the optimum level by ascertaining the number and grades of jobs to be located within the streamlined structures.

Each ministerial review and restructuring exercise will be treated as a separate project (a total of twenty three ministries and departments), but will be informed by the findings and recommendations of the comparative study referred to above. Up to this point, the PSMP has undertaken management audit studies in the following ministries:

- Ministry of Housing and Urban Development;
- Ministry of Enterprise and Employment;
- Ministry of Tourism, Environment and Communications;
- Ministry of Home Affairs;
- Prime Minister's Office
- Ministry of Public Service and Information;
- Ministry of Natural Resources and Energy;
- Ministry of Foreign Affairs and Trade;
- Ministry of Public Works; and
- Parliament

Project Objectives/TOR:

It is envisaged that this project will be implemented in two parts. The first part will involve the rapid formulation of Mission Statements for all Ministries and Departments, based on their existing portfolio responsibilities (*Quick wins*). Separate terms of reference have been developed for this part, and it has now been implemented.

The second part will be divided into a three-phase project, as follows:

Phase 1: Management audit study

(a)   To undertake a critical review of the mission, objectives and core functions of the Ministry, with a view to establishing their relevance, impact, and effectiveness in contributing to the overall development of the Swazi nation;

(b)   To determine if the Ministry has approved and stated policy priorities for its activities;

(c)   To assist the Ministry to ascertain whether its expenditure is in line with the ministerial policy priorities as approved by Government;

(d) To review the human resources management systems and practices, including the staff establishment and complement and staff skills profiles of all the employees;

(e) To review the products and services being provided by the ministry, and clearly indicate what can be considered to be the core and non-core functions of the ministry;

(f) To identify areas of overlap in the portfolio responsibilities of the ministry or department, with other ministries and departments;

(g) To obtain the views of other ministries and departments (including the views of contending ministries and departments for certain portfolio responsibilities) on the justification for the existing allocation of portfolio responsibilities;

(h) To examine the operating, technical and management systems being used by the ministry (including work methods, systems and technologies), with a view to establishing their relevance, efficiency and effectiveness and to propose any required changes or improvements, in order to make them simpler, convenient and more responsive to clients' needs (including identifying potential areas for the use of new methods, systems, technologies or computerisation);

(i) To suggest alternative ways or options in the discharge of the various functions or services of the ministry (including among them):

- Their retention within the ministry or government in their present or a modified form, including considering possibilities for decentralising the provision of services to the regional level; or

- "Hiving off" a function or service to the private sector, non-governmental bodies, local government, or autonomous agencies/agents of Government; or

- An institutional arrangement that would make possible the "co-production or provision" of certain functions, services or goods; and

(j) To examine the budget levels and assets in the ministry (including their utilisation and control systems), with a view to establishing their efficiency and effectiveness and to propose any required changes or improvements;

Phase 2: Strategic and Action Planning

(a) On the basis of the analysis of the ministry/department's Strengths and Weaknesses and the survey of external Opportunities and Threats, draw up a new strategic plan delineating new roles and the ministerial structure within which these roles should be performed;

Phase 3: Restructuring

(b) Elaborate the ministerial structure by ascertaining the job contents of the new posts prior to recommending the number and grades of the posts needed for the new structure, and bearing in mind the principle of equal-pay-for-equal-work;

(c) Prepare detailed job descriptions for each post, paying particular attention to the duties and responsibilities, the skills needed for the successful discharge of the post's functions, and the need to instil customer-service attitudes in public servants;

(d) Provide an inventory of equipment (including computer hard- and soft-ware) that will be required to effectively perform the functions; and

(e) Carry out any other tasks and apply methodologies in furtherance of the aforesaid objectives.

Project Tasks:

(i)   Develop Terms of Reference for the study

(ii)   Constitute PSMP Team and appoint Team Leader;

(iii)   Train PSMP team, to ensure that all the team members (without exception) begin with a common understanding of the objectives, thrusts, outputs, and expectations of the project;

(iv)   Plan for the ministerial review and restructuring study and identify Target Population (Cabinet Ministers, Staff of Ministries and Departments, Chambers of Commerce, NGO representatives, Clients/"customers" of Ministries and Departments), prepare and pre-test survey instruments and questionnaires;

Phase 1: Management Audit study

(v)   Undertake data collection and data analysis;

(vi)   Prepare and present draft management audit study report (including consultations on, and vetting of, findings and recommendations);

(vii)   Finalise and present final management audit study report;

(viii)   Consider all the recommendations of the report and classify them as Level 1 (issues fully within the purview of the ministry management for decision making and action) and Level 2 recommendations (issues that require the approval or agreement of the PSRC or other offices);

(viii)   Obtain approval from PSRC on the Level 2 issues and recommendations;

Phase 2: Strategic and action planning

(ix)   Prepare for and hold a strategic planning workshop;

(x)   Prepare and present the strategic planning report;

Phase 3: Restructuring

(xi)   Elaborate the ministerial structure;

(xii)   Conduct job analysis (develop job descriptions and ascertain the required skills and number of posts)

(xiii)   Conduct job evaluation to determine the proposed grades of posts;

(xiv)   Determine the required equipment for staff to perform the jobs effectively;

(xv)   Prepare and present draft restructuring report;

(xvi)   Prepare and present final restructuring study report, for consideration and approval

Expected Output(s):

▪   New ministerial structure (complete with strategic plan, mission statement, and allocation of responsibilities to the Ministry's component units, departments, and autonomous Agencies having relations with the Ministry);

- Lists of functions/agencies to be studied further for possibility of (a) commercialising or (b) privatising, or (c) contracting out as and when necessary, or (d) transferring to NGOs or the voluntary sector, or (e) "co-producing" with private or voluntary sector, or (f) other alternative service delivery options, as may be defined by the specific studies of identified areas;

- List of identified areas in which new or revised operating, technical and management systems need to be installed and other institutional capacity building issues that need to be addressed to sustain the momentum of public service reform and eliminate obstacles to efficiency and productivity;

- Budgetary implications of restructuring proposal;

- Ministerial review and restructuring report incorporating findings, recommendations, and implementation modalities (including identification of agencies to include at pilot phase of implementation);

- Cabinet consideration and approval or rejection of proposals.

Performance Indicators:

➢ Study reports for the various phases submitted and adopted;

➢ Each ministry/department/agency has a structure that clearly delineates its *proper* functions – a structure that leaves to Government what it is properly fitted to do;

➢ Position papers are produced outlining the roles to be transferred to, and/or "co-produced" with, (a) commercial arms of government (b) local authorities, (c) the private sector and (d) NGOs and voluntary development organisations;

➢ Cost savings resulting from restructuring (mergers, abolition, hiving-off, etc.);

➢ Demonstrable evidence of the improvements resulting from avoidance of duplication of effort and overlap of responsibility;

➢ Demonstrable evidence of improvement in service delivery capacity of streamlined agencies (e.g., through the establishment of one-stop centres for certain category of services).

➢ Cabinet adoption of recommendations.

Linkages (if any) with other PSMP project(s):

This is the core project of the PSMP, and it is linked to all the projects under the programme. Specifically it will draw on the findings and recommendations of the comparative study to determine the size and sustainable cost of the Swaziland civil service and the study to develop an approach to and the policy framework for alternative delivery of public services.

<u>Project Title</u>: *Approach to and the policy framework for the synchronisation of skills with jobs in the restructured ministries/departments*

<u>Project Ref. No.: PSMP/1/5</u>

<u>Background and Brief Description</u>: Based on the data obtained and the recommendations made under the Ministerial Review and Restructuring projects, this project involves developing and obtaining approval for the general approach and the objective criteria (including competency- based criteria) and procedures to be used in the selection and placement of officers into the various posts of the restructured ministries/departments. Finally, it will match the newly streamlined ministry structure with the required skills and competencies to effectively carry out the jobs (ranging from the deployment/redeployment of existing skills, training and skills upgrading, and in the final analysis, skills outsourcing/external recruitment, as the case may be).

While each ministerial exercise to synchronise skills with jobs will be treated as a separate project following the review and restructuring of a given ministry/department, any officers that will not fit into the new structure will be considered for retraining or placement in other ministries/departments yet to be restructured**.**

<u>Project Objectives/TOR</u>:

It is proposed that a two-phase approach be adopted for this project, as follows:

Phase 1: Development and agreement of the overall policy framework and the objective criteria and procedures for synchronisation of skills with jobs in the restructured ministries

(a)   Undertake a study and recommend a policy framework for the synchronisation of skills with jobs in the restructured ministries/departments, taking into account the institutional arrangements for human resources management in the Swaziland civil service and other considerations (including the institutions and offices to be involved, the timing and the criteria and procedures for selection and deployment of staff within the restructured ministries/departments);

Phase 2: Selection and placement of officers within the restructured ministries/departments

(b)   Vet the qualifications, competencies and experience of all categories of officers currently in the service of the ministry concerned and the Government of Swaziland;

(c)   Determine the suitability of these officers for any of the newly established posts to be located within the newly streamlined ministerial structure;

(d)   Select and deploy suitably qualified officers to posts in the restructured Ministry/ Department in which they are currently serving or in offices or agencies of Government created as part of the restructuring exercise;

(e)   Compile a list of appointed officers who would need to undergo skills-upgrading training.

(f)   Compile another list indicating the officers who do not fit into the new structure, but who might be assisted to look for alternative employment under PSMP/1/7: Approach to and the Policy framework for managing separation from the civil service.

(g)   Identify and advertise vacancies which, for lack of internally qualified candidates, need to be filled through external recruitment (i.e. outside of the civil service);

(h)   Select and appoint successful external candidates into the posts;

(i)   Carry out other tasks and apply methodologies in furtherance of the aforesaid objectives.

Project Tasks:

Phase 1

(i)   Select consultants;

(ii)   Undertake study;

(iii)   Submit recommended policy framework and procedures for approval;

Phase 2

(iv)   Receive the Cabinet approved posts of the restructured ministry;

(v)   Issue internal and external advertisements for the posts (as appropriate);

(vi)   Select and appoint officers into the new posts; and

(vii)   Prepare a report on each phase of the process (incorporating lists of those who have been deployed, those who will require additional skills upgrading to effectively undertake their jobs and those who do not fit into the new posts)

Expected Outputs:

▪   Appropriate policy framework and procedures for the selection and placement of officers in the restructured ministries/departments;

▪   Jobs in the restructured ministry/department filled by skilled and competent officers;

▪   New ministerial staff disposition lists (who is posted to what job, in which department, on which grade);

▪   Report on additional training needs of some of the officers appointed into the new job (who needs what type of training to fit into what position);

▪   List of officers awaiting placement assistance (to be handed over to the Redundancy Management Project Team);

Performance Indicators:

➢   Study reports submitted and adopted;

➢   Zero-default placement of staff (no square pegs in round holes);

➢   Suitable remedial training schemes identified for those earmarked for skills upgrading;

➢   The officers on the retrenchment list really deserve to be on the list; flyers and achievers are not erroneously or mischievously declared "redundant";

➢   Criteria for placement or separation are stated clearly for all to see.

Linkages (if any) with other PSMP project(s):

This is one of the core projects of the programme. It is closely linked to PSMP/1/2: Human Resources Management function in the Swaziland Civil Service; PSMP/1/4: Ministerial Review and Restructuring;

PSMP/1/6: Development of a Performance Management System in the Swaziland Civil Service; and
PSMP/1/7: Approach to and the Policy framework for managing separation from the civil service.

Project Title*: Development of a Performance Management System in the Swaziland Civil Service*

Project Ref. No.: PSMP/1/6

Background and Brief Description: The current performance management system in the Swaziland Civil Service is limited to an annual performance appraisal, which has largely fallen into disuse. Productivity and Performance Management is closely linked to the Government objectives for economic growth and poverty alleviation strategies. Without productivity gains, the economy will not grow, and resources would not be generated to redress social imbalances or alleviate poverty.

The Commission of Inquiry into Salaries and Conditions of Service for Public Servants (1999) also attached a lot of importance to productivity and performance improvement. This project responds directly to the Commission's concern for "a well-planned strategy, linking … (the various) initiatives, ensuring regular feedback from Ministries in terms of clearly linked strategic and implementation action plans." In addition, it also endorses the Commission's view that for the productivity improvement process to be successful, "it has to be *integrated into existing policies*, *procedures, attitudes, values and skills in the organisation*" (emphasis the project document's).

The main objectives of this project therefore are to develop an appropriate civil service-wide Performance Management System; train relevant officers in how to adapt and implement the system in their ministries; and to install, maintain and monitor the performance management system in the ministries and departments.

Implementation of this project has already started. Funding for the first two phases was secured from the Commonwealth Secretariat. Phase 1 and Phase 2 have been undertaken, while Phase 3 is on-going. A Performance Management System Model was developed and presented to a cross-section of Ministries and Departments. The next stage under Phase 2 was to refine the model in response to the comments and concerns raised by the Ministries and Departments. This was then followed by the submission of the model for consideration and approval by the Public Service Reconstruction Committee (PSRC), before embarking on Phase 3 of the project.

Project Objectives/TOR:

The objectives of the project are as follows:

Phase 1: Situational Analysis

(a)   Critically review the current performance management systems in the civil service including the findings and proposals of the Salaries Review Commission (1999)

(b)   Undertake a survey of civil servants' understanding of, and approaches to productivity and performance management;

(c)   Conduct an empirical review of the institutional factors and management practices likely to constrain productivity and performance (e.g., civil service red-tape; work scheduling faults; absence of time, cost, and output standards; defective office layout, methods and procedures; supervision and motivation lapses; disinclination towards team-work; gaps between jobs and skills; and shortage of material and wherewithal) and identify measures aimed at achieving incremental and constant improvement in performance and productivity;

(d)   Prepare and submit a report of findings with proposals for Phase 2.

Phase 2: Development of a Performance Management Systems Model

(e)   Based on the outputs from Phase 1, and in collaboration with Ministries and Departments, develop an appropriate Performance Management System Model, with a set of indicators, for the measurement or evaluation of performance and productivity trends in the civil service;

(f)   Propose an institutional framework for achieving constant monitoring and improvement of performance and productivity in the various branches of the civil service;

(g)   Submit proposed model to the PSRC for consideration and approval;

Phase 3: Adaptation and installation

(h)   Select a few ministries and departments to be included in the pilot phase of the performance management system programme;

(i)   Pilot the PMS Model (developed in (e) above) by adapting and translating it into specific performance management measures in the selected ministries and departments;

(j)   Install and test the performance management systems and measures in the selected ministries and departments;

(k)   Monitor and evaluate the adapted performance management measures in the selected ministries and departments;

(l)   Suggest additional measures to sustain the productivity momentum in the Swaziland civil service (e.g. skills specific training, training on the proposed performance management model etc); and

(m)   Introduce the performance management systems across the whole civil service.

(n)   Carry out any other tasks and apply methodologies in furtherance of the aforesaid objectives.

Project Tasks:

(i)   Recruitment of consultants;

(ii)   Set up and train the Performance Management System (PMS) Development Team;

(iii)   Collect and analyse data, and develop the PMS Model;

(iv)   Present the proposed PMS Model for approval

(v)   Implement the proposals (beginning with the test runs/pilot phase).

(vi)   Finalise the PMS Model and present report, in preparation for phase 3 (Adaptation and Installation in ministries/departments)

(i)   Select ministries/departments for pilot testing the adaptation of the PMS Model

(ii)   Prepare and present progress reports on implementation

Expected Outputs:

▪   Appropriate policy framework for the inauguration of a civil service wide Performance Management System;

- An appropriate Performance Management System developed, pilot tested and introduced throughout the civil service;

- Performance Indicators and monitoring and evaluation procedures developed for the different branches of the civil service;

- Reports of ministerial pilot studies/test runs;

- Reports of trends in public service productivity;

- Government acceptance/rejection of Next Steps.

Performance Indicators:

- Performance Management System Model developed, submitted and adopted;

- Improved assessment of performance, productivity and delivery of public services;

- Perceptible change in attitudes towards performance and productivity (as reflected in efforts at the adoption of innovative technical and management processes, elimination of waste, and introduction of value-for-money initiatives); and

- Cabinet endorsement of, and commitment to, productivity strategy.

Linkages (if any) with other PSMP projects:

This is one of the core projects of the PSMP. It is linked to almost all the projects under the programme.

Project Title: *Approach to and the Policy Framework for managing separation from the civil service*

Project Ref. No.: PSMP/1/7

Background and Brief Description: The officers who are found to be surplus to requirements in the course of restructuring the public service, or those who may opt for early retirement, might have been lost to the public sector, but should not be lost to the economy. The main objective and focus of this project is to ensure that they remain *productive* and well-adjusted citizens. The project will start with investigating the likely costs to government of different options for properly managing the separation of those that may be found surplus to requirements by the restructuring exercises. It will also propose appropriate social safety net measures and provide counselling and retraining, aimed at assisting retrenched/retired personnel to adjust and to find gainful employment in the formal or informal private sector, NGOs, and local government. As part of the effort at resettling the displaced officers, the project will work closely with the Ministry of Enterprise and Employment to obtain information on business opportunities. In addition, it will also investigate domestic and external sources of credit, including the possibilities of establishing a Revolving Loan Scheme, to support the retrenchees and retirees in setting up their own businesses. It will also offer training in how to set up and successfully run a small business.

Project Objectives/TOR:

This project will be undertaken in two phases, as follows:

Phase 1: Cost implications to government of different options in separating those that are found to be surplus to requirement by the restructuring exercises and the establishment of a revolving loan scheme.

(a)   Undertake a study to investigate the likely costs to government of different options in separating those that are found redundant in the course of the restructuring exercises and propose appropriate social safety net measures (including setting up a revolving loan scheme, counselling and retraining, aimed at assisting retrenched/retired personnel to adjust and to find gainful employment in the formal or informal private sector, NGOs, and local government)

Phase 2: Implementation of measures to assist redundant or retired civil servants

(b)   Maintain an up-to-date register of the retired/retrenched civil servants;

(c)   Provide counselling and retraining services to retrenched or retired employees;

(d)   Maintain an up-to-date register of the unemployed former civil servants;

(e)   Provide technical advice, information, and other forms of assistance required by retrenched or retired civil servants looking for paid employment in the private and the voluntary sectors (within the context of potential business opportunities, counselling and retraining for alternative employment);

(f)   Develop strong links and maintain good working relations with employers of labour in the different economic sectors;

(g)   In collaboration with the Ministry of Enterprise and Employment and SIMPA, develop an entrepreneurship training programme for retrenched/retired civil servants (the programme will be of a practical nature, and an integral part of it will be the exploration of employment opportunities in the formal and informal private sector, the formation and running of small businesses and of partnerships between or among retrenched civil servants or with existing firms, and the sources of funding for small scale businesses and their conditions etc);

(h)   Offer counselling services to retrenched civil servants, and assist them in every way possible to become well-adjusted, focused, and positive-thinking citizens.

(i)   Solicit the assistance of the local financial institutions and external donors to establish and administer a Revolving Loan Scheme under which investment proposals submitted by retrenched or retired civil servants could be appraised and financed;

Project Tasks:

(i)   Appoint implementing Agent (SIMPA) for the project, with agreed terms and conditions;

Phase 1

Study on the cost to government of the different separation options

(ii)   Undertake the study;

(iii)   Submit the recommended social safety net measures for approval;

Phase 2

Entrepreneurial Training

(iv)   Develop and implement counselling and retraining programme.

(v)   Compile and constantly update retrenchment/retirement register;

(vi)   Establish networking relations with the employers (to obtain information on jobs, placement and business opportunities);

(vii)   Provide counselling, information dissemination, and related services;

(viii) Development and implementation of the entrepreneurship training programme (with SIMPA as Focal Point);

(ix)   Prepare and present progress reports.

Establishment of a revolving loan scheme

(x)   Establish the revolving loan scheme (in consultation with the local financial institutions and external donors);

(xi)   Establish the machinery for administering and managing the loan scheme (including project appraisal, provision of information and advisory services and the establishment of loan repayment and recovery procedures);

(xii)   Prepare and present progress reports.

Expected Outputs

- Appropriate redundancy options agreed;

- Appropriate social safety net measures in place;

- Reports on the placement of retrenched personnel in private and voluntary sector organisations;

- Reports on the conduct of entrepreneurship training and counselling programmes;

- Reports on resource mobilisation efforts and the performance of the revolving loan scheme;

Performance Indicators:

➢ Separation processes being implemented smoothly and the retrenched and retired persons are adjusting to life after the civil service;

➢ The number of retrenched persons placed in jobs in different organisations or the number of retrenches that set up their own businesses over a period;

➢ The quality entrepreneurial training programmes and counselling services rated as useful by the beneficiaries, and

➢ The revolving loan scheme is established and operates smoothly; and

➢ A reasonable success rate of the projects financed under the revolving loan scheme

Linkages (if any) with other PSMP project(s):

This is a very critical core project to the programme. It is linked to PSMP/1/1: Comparative study on the required size and sustainable cost of the Swaziland Civil Service, PSMP/1/3: Alternative Service Delivery of Public Services, PSMP/1/4: Ministerial Review and Restructuring and to PSMP/1/5: Approach to and the policy framework for the synchronisation of skills with jobs in the restructured ministries/departments.

Project Title*: Inculcation of customer service attitudes*

Project Ref. No.: PSMP/1/8

Background and Brief Description: Any civil service must, at one time or the other, have confronted the dilemma of how to promote customer service orientation among employees. After all, a civil service is by definition, an institution that tends to be bureaucratic and unaccustomed to recognising the sovereignty of the "customer" or to placing customer care on top of its operational priorities. Restructuring (with its negative connotations) increases the performance risks facing the civil service. In the absence of conscious and well co-ordinated client-relations programmes, a streamlined civil service stands the risk of being further disconnected from its customers, and of turning otherwise highly motivated employees into surly, discourteous, and lethargic service delivery agents. The first categories of government services to be targeted under this project are the critical front-line services to the ordinary citizen, which cut across all ministries and departments. These include security, telephone, registry and secretarial services. Some work in this area has already begun, at Departmental level, such as in the Royal Swaziland Police Service. The customer service and customer care project will be undertaken in two components, as follows:

Project Objectives/TOR:

Component 1: Training of critical front-line government service providers:

(a)   Identify the critical front-line government services (civil service-wide) including services provided to the internal customers;

(b)   Train the front-line service providers in customer service and customer care attitudes (for *quick wins*).

This component has initially identified 1054 front-line Government Service providers for training in customer service and customer care. Training has been undertaken for 302 secretarial cadre personnel and 140 telephonists.

Component 2: Development of ministry specific customer service and customer care attitudes:

(c)   Identify and select the government services and the Ministries and Departments, which should be included in the customer-service initiatives in Government;

(d)   Identify the "internal" (within-Ministry) and "external" consumers of the services/goods produced by Ministries/ Departments;

(e)   Find out from these two classes of "customers" what they think and what they want, in relation to the quantity, quality, timeliness, and cost-effectiveness of the goods and services produced by the Ministries and Departments, as well as the courtesy, transparency, accountability, and overall helpfulness of the service delivery agents (examples of service delivery agents are counter clerks, the vehicle licensing officers, immigration/passport control agents, etc);

(f)   Undertake studies to analyse the institutional structures, management practices, technical systems and procedures, employee attitudes, supervisory styles, and other factors impacting on the efficiency of service delivery, and propose work improvement measures (among them, the establishment of one-stop centres, the application of Total Quality Management and other quality assurance techniques, enhancement of supervisory capacity, and empowerment as well as motivation of service-delivery agents);

(g)   Propose the institutional framework, as well as the required training to promote and sustain customer service orientation in the Swaziland Civil Service.

(h)   Collaborate with SIMPA on the design and conduct of training programmes on the inculcation of customer service attitudes and the application of Total Quality Management and other quality assurance techniques in the public service;

(i)   Carry out any other tasks and apply methodologies in furtherance of the aforesaid objectives; and

(j)   Submit a report incorporating the results of field research and the recommendations on the Next Steps;

Project Tasks:

Assessment of service needs and their required standards

(i)   Select target services and ministries/departments for inculcation of customer service and customer care attitudes;

(ii)   Set up customer service PSMP Team;

(iii)   Identify the "internal" (within-Ministry) and "external" consumers of the services/goods produced by the Ministry/ Department;

(iv)   Develop the survey questionnaires and other research instruments;

(v)   Conduct field studies, management surveys, and focus group interviews;

(vi)   Write and present reports of findings and recommendations, including the proposed training and non-training requirements;

Training tasks

(vii)   Course design

(viii) Conduct training

(ix)   Undertake training impact assessment and present report to government for action

Tasks for non- training interventions

(x)   Conduct independent studies

(xi)   Submit draft reports to the PSMP teams for discussion and comment

(xii)   Prepare and present final report(s) to government for the approval/rejection of recommendations

(xiii) Implement non-training customer care and customer service initiatives in the ministry/department.

Expected Outputs:

▪   Proposals for improved service delivery and required service standards in the selected ministries/departments (which will also contribute towards the development of a government of Swaziland Public Service Charter);

▪   Reports on the status of customer service orientation in the Civil Service;

▪   Reports on the proposed training and non-training requirements, to inculcate customer service orientation;

- Reports on customer care and customer service training and their impact;

- Reports on completed non-training interventions and their impact; and

- Improved customer service and customer care in the ministries/departments.

Performance Indicators:

➢ Training workshops held for selected front-line Government service providers;

➢ Reports on the status of customer service orientation in the Civil Service and proposed training requirements, submitted and adopted;

➢ Studies of non-training requirements undertaken;

➢ Bottlenecks to service delivery removed (extent to which service delivery will be improved);

➢ Submission of improvement measures followed by (a) savings in time, (b) savings in cost, (c) elimination of mind-boggling procedures and "thirteenth" signatures, (d) sighs of relief from customers and/or commendations from the chambers of commerce and other beneficiaries of services;

➢ Participants' evaluation of the usefulness of the training programmes against the number that found their participation generally worthwhile;

➢ Customer confirmed, "change for the better" in civil servants' attitudes towards members of the public.

Linkages (if any) with other PSMP project(s):

This is an important core project to the programme. It is linked to PSMP/1/2: Review of the Human Resources Management function in the Swaziland Civil Service; PSMP/1/5: The Approach to and the Policy Framework for the Synchronisation of Skills with jobs in the Restructured Ministries/Departments; PSMP/1/6: Development of a Performance Management System for the Swaziland Civil Service; PSMP1/9: Introduction of Measures to Promote Public Service Ethics and PSMP/1/10: Capacity Building through training and other measures.

Project Title*: Introduction of Measures to Promote Public Service Ethics and Accountability*

Project Ref. No.: PSMP/1/9

Background and Brief Description: The success of the PSMP and other Government of Swaziland public policy initiatives depend to a large extent on how far public servants continue to subscribe to a code of professional ethics and to refrain from behaviour which can reasonably be interpreted as being inconsistent with their oath of office. To this extent, issues of merit, loyalty, dedication, accountability, transparency, and probity are relevant to the successful implementation of development programmes, and of public service reform initiatives. Besides refraining from putting themselves in conflict-of-interest situations, public officials should not have divided loyalties, should not over-invoice, award contracts to phoney companies, pay salaries to "ghost" (non-existent) workers, manipulate tendering or personnel recruitment rules and procedures, solicit and/or accept bribes, moonlight, falsely declare, and suppress/destroy official records. To this end the main objectives of this project are to develop and implement measures to promote and maintain public service ethics and accountability.

Project Objectives/TOR:

Development and approval

(a)   Develop a draft Public Service Charter and undertake consultation with major stakeholders including the Civil Service Associations and the clients of the public service (taking account of the Charter for the Public Service in Africa);

(b)   Submit revised Charter to Cabinet for review and decision

(c)   Launch the new Public Service Charter (by the Swaziland Government);

The development and approval phase of this project is on-going and is implemented by the Personnel Administration Department, SIMPA and the PSMP Office, with funding from the Swaziland Government.

Implementation

(d)   Undertake empirical surveys of public perceptions of the depth and level of ethics violations in the Swaziland civil service;

(e)   Critically review current legislative and administrative provisions for ethics conduct in the Swaziland civil service and revise as necessary;

(f)   Examine the possible causes of, or explanations for, the various categories of ethical violations in the public service and develop checks and balances as appropriate;

(g)   Review public service operations and service systems and procedures in order to simplify and make them client responsive and transparent.

(h)   Propose a strategy aimed at curbing corrupt practices (including, if necessary, the preparation or revision of anti-corruption legislation, the strengthening of monitoring and enforcement institutions, the removal of obstacles to timely reporting of ethics violations, and the development of training programmes);

(i)   Select Ministries and Departments in which the anti-corruption strategy could be pilot-tested;

(j)   Adapt the anti-corruption strategy and implement service-wide;

(k)   Carry out any other tasks and apply other methodologies in furtherance of the aforesaid objectives.

Project Tasks:

(i)   Identify an implementing agent (Personnel Administration Department);

(ii)   Undertake work to develop the Public Service Charter;

(iii)   Conduct consultation workshops on the draft Public Service Charter and revise as required;

(iv)   Conduct field studies, interviews and surveys;

(v)   Prepare reports, with findings and recommendations, including proposed strategies for curbing corrupt practices, simplifying and making services client responsive and improving transparency and accountability of government institutions and their activities;

(vi)   Select the pilot ministries or departments in the civil service;

(vii)   Prepare, test and administer the research instruments;

(viii)   Revise legislation (s) and other administrative instruments as deemed appropriate;

Expected Outputs:

▪   A Public Service Charter

▪   A Civil Service anti-corruption Strategy;

▪   Revised and improved public service systems and procedures

▪   Revised legislation (s) and administrative policies and practices;

▪   Reports on the anti-corruption strategies and the progress on implementation

Performance Indicators:

➢   Public perception of decline in the incidence of corruption (including decline in the number of cases reported by the media);

➢   Reduced incidence of corruption (in different areas);

➢   Clear guide to civil servants and the public on norms of *acceptable conduct.*

Linkages (if any) with other PSMP Project(s):

This is a core project to the programme. It is linked to most of the PSMP projects.

Project Title*: Capacity building through training and other measures*

Project Ref. No.: PSMP/1/10

Background and Brief Description: One major finding of the PSMP is that public service performance and productivity has been handicapped by inadequate capacity in the skills of senior, supervisory and operational level staff throughout the civil service. The main thrust of this project therefore is to implement a human resources strategy that equips civil servants with the requisite knowledge, skills, and attitudes, as well as developing other required institutional capacities within the service, to effectively perform government tasks.

Project Objectives/TOR:

(a)   Identify areas from the Ministerial Review and Restructuring project, in which new or revised operating, technical and management systems and skills need to be installed, and highlight any other institutional capacity building issues that need to be addressed in order to sustain the momentum of public service reform and eliminate obstacles to efficiency and productivity;

(b)   Undertake a capacity building needs assessment of strategic leadership and other management and supervisory skills and other requirements among senior public sector managers, and supervisors and develop a human resources development strategy to meet the needs;

(c)   Undertake a capacity building needs assessment of officers holding critical operational level positions in the public service and develop a human resources development strategy to meet the needs;

(d)   Develop training programmes and undertake relevant training of two types:

(i)   To induct all new recruits into Government, through a well structured induction programme; and

(ii)   To meet the identified operational training needs;

(e)   Undertake other required, but non-training, interventions (including closer supervision, mentoring, coaching, delegation etc)

(f)   Carry out any other tasks and apply any other methodologies consistent with the overriding objectives of the project.

Project Tasks:

(i)   Appoint implementing agent (SIMPA)

(ii)   Undertake capacity building needs assessments

(iii)   Develop and implement relevant training and non-training interventions to address identified needs
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(iv)   Prepare and present progress reports (including impact assessments)

Expected Outputs:

▪   Appropriate training programmes developed and implemented.

▪   Reports of training and non-training needs;

- Reports on training and other strategies to meet the identified needs;

- Reports on the interventions undertaken and their impact

Performance Indicators:

➢ Capacity building needs for senior and middle-level management and operational staff of the civil service identified and strategies for meeting the needs is in place;

➢ Capacity built, to improve the performance and productivity of the civil service.

Linkages (if any) with other PSMP Project(s):

This is an important support project to the PSMP. It is linked to most of the projects in the programme.

Project Title: *Adaptation of Information and Communications Technology to Networking and Performance Management Needs*

Project Ref. No.: PSMP/1/11

Background and Brief Description: If the public service is to keep track of international developments and of changes taking place in the global environment, it is essential that attention be paid to the archives and records management systems. At the very least, the systems should furnish decision-makers with adequate and up-to-date information on public service human, material, and financial resources, as well as on the challenges and the opportunities presented by regional integration, globalisation, and technological innovation. In any case, efficient management of resources requires an equally efficient information system. It is the gap in information that enables "ghost" workers to remain on public payroll, and leaves lapses in procurement and inventory systems to go undetected until huge losses have been sustained.

Besides providing the necessary support for routine decision-making, an efficient information system is an invaluable aid to long-range policy analysis and strategic planning.

Fortunately, recent advances in information and communication technology present infinite opportunities for upgrading the level of performance in the civil service. From computer software on word processing to programmes directly applicable to complex, multivariate decision problems, computing technology continues to open up new horizons. Yet, progress in the acquisition of hardware and software has been rather uneven in the Swaziland public service. While some Ministries and Departments have been linked to the internet, others are still very much behind in the adaptation of information and communications technology to their performance management needs. Furthermore, there are no national policy and regulatory policy frameworks for Information and Communications Technology (ICT) to enable the Swaziland Government to effectively harness this technology.

The aim of this project is to develop a policy and regulatory framework for ICT in Swaziland, and to undertake an assessment of the specific IT requirements of the Swaziland Civil Service. This project will be undertaken as two parallel components, as follows:

Project Objective/TOR:

Component 1: Development of a policy and regulatory policy framework for Swaziland:

(a)   Undertake a study to propose appropriate national ICT policy and regulatory frameworks;

Component 2: Assessment of the specific IT requirements for the Swaziland Civil Service and their likely impacts:

(b)   Undertake an investigation of the current archives, documentation, and information management systems in use in the Swaziland civil service and propose improvements where necessary;

(c)   Assess the current status in the application of information and communications technologies in Ministries and Departments;

(d)   In collaboration with Ministries and Departments, prepare a detailed estimate of civil service requirements for hardware and software;

(e)   Assess and report on the likely impacts (including on the human resources numbers and skills) of the application of new information and communications technologies in the work of ministries and departments;

(f)   Propose the type of modern information and communications technology infrastructure that would be required to improve the performance standards of Ministries and Departments, and promote information sharing and networking among the different units of government;

(g)   Ensure that the civil service's internal management and technical processes are up-dated prior to the acquisition of computer hard- and software, and that existing records and archives services are aligned to the new information system;

(h)   Propose modalities for the establishment of the public service "intranet" linking the Ministries and Departments to an information network;

(i)   Undertake an assessment of civil service training needs in the area of information and communication technology (to include both the training needs of users and staff of the Computer Services Department), and propose modalities for meeting these needs;

(j)   Carry out any other tasks and apply any methodologies that are consistent with the overriding objectives of the Project.

Project Tasks:

i)   Appoint the implementing Agent (Computer Services Department);

ii)   Set up an ad hoc technical committee to oversee the implementation of the project;

iii)   Recruit consultants;

iv)   Conduct studies (national and civil service specific studies, including incorporation of information from the *Ministerial Review and Restructuring Project*);

v)   Identify hardware and software requirements

vi)   Conduct training needs assessment for users and the staff of the Computer Services Department; and

vii)   Carry out any other tasks and apply any other methodologies consistent with the overriding objectives of the project.

Expected Outputs:

▪   Appropriate national regulatory and policy frameworks for ICT

▪   Report on Computer hardware and software requirements;

▪   Reports on systems and procedure reviews undertaken.

▪   Training Programmes (by type, participating ministries, number and grades of trainees, etc);

Performance Indicators:

➢   National regulatory and policy frameworks in place

➢   Scope and coverage of computerisation (number of ministries and departments computerising their operations, and hooking up to the Internet, etc., over a period) improved;

➢   Level of computer literacy over a period improved;

➢   Efficiency and simplification of archives and records management systems;

➢   Improvements accompanying the application of computer software to public service management problems (human resource, procurement and inventory management,

credit control and debt recovery, etc.);

➤ Capacity for inter-ministerial communication and information sharing improved.

Linkages (if any) with other PSMP Project(s):

This is one of the support projects to the programme. It is linked to most of the projects in the PSMP.

Project Title: *Monitoring and Evaluation of PSMP's short- medium- and long-term Impact*

Project Ref. No.: PSMP/1/12

Background and Brief Description: The success of PSMP in the short- to long-term, depends largely on how far the management of reform projects is informed by periodic assessments of progress and constraints, as well as on the overall support enjoyed by the measures taken under the programme. It is therefore essential that monitoring and evaluation be built into the programme, and that the results of impact assessments be widely disseminated. The central goals of this project are to monitor and evaluate progress and to create general awareness about, and solicit public support for PSMP, by flagging the achievements, identifying constraints, and making necessary adjustments in project priorities, tasks, and methodologies.

It is envisaged that monitoring will be a day-to-day PSMP management responsibility, while formal evaluation will be a bi-annual activity undertaken by independent programme evaluation experts.

Project Objectives/TOR:

(a)   Undertake periodic review of PSMP achievements, problems, and outstanding measures;

(b)   Provide the Government with up-to-date information on the status of change management projects, and the additional measures needed to enhance their impact and achieve their underlying objectives;

(c)   Disseminate among Ministries and Departments, information on PSMP projects and the additional efforts needed to ensure the success of PSMP;

(d)   Publish periodic reports on PSMP achievements and constraints for the information of the clients of Ministries and Departments in particular, and members of the public, in general;

(e)   Carry out any other tasks and apply any other methodologies consistent with the overriding objectives of the project.

Project Tasks:

i)   Recruitment of consultants (skilled in the evaluation and dissemination of information on change management projects);

ii)   Designation of the Public Service Reconstruction Committee (PSRC) to oversee and monitor the implementation of this project;

iii)   Appointment from time to time, of ad hoc technical committees of experts, drawn from Ministries and Departments, to work with consultants, and to assist the PSMP office;

iv)   Assessment of PSMP Projects against the Expected Outputs, Performance Indicators, and unforeseen, fortuitous developments;

v)   Preparation of reports, and submission to the PSRC;

vi)   Deliberations (by PSRC) on issues raised in the report, followed by decisions/recommendations on the way forward;

vii)   Documentation of decisions/recommendations for incorporation in PSMP Progress Report.

<u>Expected Outputs</u>:

- Reports of PSMP impact assessments;

- Decisions and Recommendations of PSMP Team;

- Reports on follow-up actions/measures;

- PSMP Annual Reports

- Support for PSMP generated

<u>Performance Indicators</u>:

➢ Information on PSMP achievements, constraints, and follow-up actions available, and widely disseminated (within the public service, and nation-wide);

➢ Needed adjustments to project priorities, tasks, and methodologies known, and undertaken at the right time;

➢ The level of awareness about PSMP reform objectives, priorities, and methodologies is constantly raised;

➢ Civil servants as well as members of the public understand and can identify with a variety of measures undertaken under the programme.

<u>Linkages (if any) with other PSMP project(s)</u>:

This is a critical support project to the programme. It is linked to all the PSMP projects.

9.   RESOURCE MOBILISATION STRATEGY

9.1 It has been shown elsewhere that implementing public service reform is not only a long-term process, but that it also requires significant resources. In the United Kingdom (UK) for example, civil service reforms started to be implemented under the Conservative Government in the 1980s and are still on-going to date. The UK experience has also confirmed that without adequate resources and committed leadership, it is unlikely that implementation of public sector reforms will succeed. Committed leadership and an effective resource mobilisation strategy are therefore required. This section presents the resource mobilisation strategy for the PSMP.

9.2 A resource mobilisation strategy needs to be developed carefully, in order to ensure that an appropriate balance is achieved between mobilisation and use of internal resources, which are often limited in a developing country situation (as is the case in Swaziland), and any funding or technical assistance that may be obtained from external development co-operation partners. If on the one hand, the programme depends only on the limited internal resources, implementation is likely to be sporadic, uncertain and slow. On the other hand, if the programme is predominantly dependent on external development assistance, it runs the risk of becoming donor driven, being largely unsustainable in the long term, and losing direction, as attempts are made to respond to the particular requirements and priorities of the different external donors.

9.3 The resource mobilisation strategy for the PSMP therefore needs to recognise both the reality of limited financial and other resources currently facing the Swaziland Government, and the dangers inherent in over-dependence on external support.

9.4 It is essential that the Government makes resources available to cover, especially, the core costs of the programme. Additional funding can then be sought from development co-operation partners, to address the shortfalls in resources as well as skills in other areas. In recognition of this, a multi-pronged resource mobilisation strategy has been developed. The strategy will comprise of the following major thrusts:

9.4.1 GOVERNMENT OF SWAZILAND FUNDING

9.4.1.1. In the first place, the Government of Swaziland will show its wholehearted and determined commitment to undertake and implement the reform of its public service by funding the key policy related projects, some of the priority core projects and the operational costs of the PSMP Office. This funding is divided into two categories, namely: direct and indirect funding.

Direct funding

9.4.1.2. Direct funding of PSMP projects by the Government of Swaziland will be made towards meeting the costs of setting up the PSMP Office, and the use of external technical expertise that may be required from time to time, in those very critical areas where the expertise of the PSMP Office and the PSMP teams is limited and therefore requires additional support.

Indirect funding

9.4.1.3. The indirect funding by the Swaziland Government will be in the form of strengthening and using the internal capacity of the PSMP Office and the ministries and departments, to undertake the PSMP projects using joint PSMP teams.

9.4.2   EXTERNAL DEVELOPMENT ASSISTANCE

10.4.2.1. The second part of the resource mobilisation strategy focuses on the Government of Swaziland obtaining support from external development assistance organisations and agencies. These organisations can be divided into two groups, namely: multilateral development assistance agencies and bilateral development assistance organisations.

10.   INDICATIVE PROGRAMME IMPLEMENTATION TIME TABLE

10.1 The implementation of the programme should generally start with the key projects, as they will assist in providing the required baseline data, and the necessary supportive policy framework for this reform initiative. They will then be followed by the "core reconstruction" aspects of the programme (clarification of ministerial goals, preparation of new mission statements, formulation of new strategic plans, organisational restructuring, placement of staff, and institutional capacity building). These two project categories will be undertaken during the first five years of the programme, i.e., between 2000 and 2005. Further, the first two years of this period will also be spent on implementing some of the quick-*win* project activities that will have an immediate impact on the provision of better public services. The indicative implementation timetable is therefore, as follows:

Quick-win project activities

❑ Formulation of Ministerial Mission Statements and the development of a compendium on government organisation and the public services being offered (A *component of the Ministerial Review and Restructuring project: PSMP/1/4*);

❑ Training of critical front-line service providers (*Component 1 of PSMP/1/8: Inculcation of customer service attitudes)*

❑ Initial activities for the promotion of public service ethics and accountability *(A component of project No. PSMP/1/9: Introduction of measures to Promote Public Service Ethics and Accountability)*

10.2 Further, this period will also be used to undertake the following fully fledged projects:

❑ *PSMP/1/1: A comparative study to determine the size and cost of the Swaziland Civil Service;*

❑ *PSMP/1/2: Review of the Human Resources Management function in the Swaziland civil service (*this project has been undertaken and recommendations are being considered for implementation)*;*

❑ *Phase 1 of PSMP/1/3: Approach to and the Policy Framework for Alternative Delivery of Public Services;*

❑ *PSMP/1/4: Ministerial Review and Restructuring;*

❑ *Phase 1 of PSMP/1/5: Approach to and the policy framework for the Synchronisation of skills with jobs in the restructured ministries/departments;*

❑ *Phase 1 and Phase 2 of PSMP/1/6: Development of a Performance Management System for the Swaziland Civil Service;*

❑ *Phase 1 of PSMP/1/7: Approach to and the Policy Framework for managing separation from the civil service;*

❑ *PSMP/1/9: Introduction of Measures to Promote Public Service Ethics and Accountability; and*

❑ *PSMP/1/11: Adaptation of Information and Communications Technology to Networking, Team-building and Performance Management Needs.*

10.3 The subsequent three years will provide an opportunity to consolidate the gains from these initial projects, and for the implementation of the following additional projects:

❑ *Phase 2 of PSMP/1/3: Approach to and the Policy Framework for Alternative Delivery of Public Services;*

❑ *PSMP/1/4: Ministerial Review and Restructuring;*

❑ *Phase 2 of PSMP/1/5: Approach to and the policy framework for the Synchronisation of skills with jobs in the restructured ministries/departments;*

❑ *Phase 3 of PSMP/1/6: Development of a Performance Management System for the Swaziland Civil Service;*

❑ *Phase 2 of PSMP/1/7: Approach to and the Policy Framework for managing separation from the civil service;*

❑ *Component 2 of PSMP/1/9: Inculcation of customer service attitudes; and*

❑ *PSMP/1/10: Capacity Building through training and other measures;*

10.4 With the first five years providing the necessary foundation for sustainable public sector reform and performance management, the focus in the accompanying five years (2006-2010) should be on the completion of the remaining projects, and the consolidation of the gains that have been achieved in the first five years. The specific PSMP interventions that will be required will be defined more concretely in the last year of the first five-year period (2005).

10.5 The only project, which has not been included in the indicative implementation schedule set out above, is the one running through the entire programme, that is, PSMP/1/12: *Monitoring and Evaluation of PSMP impact in the short-, medium-, and long-term.* This project is expected to be undertaken right from the beginning and continued up to the end of the 10-year implementation cycle.

11.   PSMP IMPLEMENTATION METHODOLOGY

11.1 It should be clear by now that the PSMP implementation methodology will vary, depending on the nature and objective of the particular PSMP project to be undertaken. Thus at different times, the PSMP office and the PSMP teams may find it necessary to employ a combination of methodologies, e.g., Institutional Self-assessment, Customer/Beneficiary Surveys, Focus Group Interviews, Management Surveys, Organisation Review and Analysis, Job Analysis and Evaluation, Method Study and Work Measurement etc. However, not all the PSMP projects will be undertaken by ministerial PSMP Teams. In some instances, external consultants will be used to implement especially, those projects that are complex or are so specialised that they require specialist knowledge and experience. In these instances, consideration will be made to first of all match project requirements with local expertise. Where this is not available, then regional or international expertise will be sourced. Further, some projects may require a combination of all three.

11.2 The matrix organisation model will, as far as possible, be adopted in accomplishing the reform projects. In other words, PSMP team members will be drawn from the PSMP office and the different ministries and departments, and assigned responsibilities based on their expertise, job experience, and knowledge of the issues under investigation. A PSMP team will cease to exist after accomplishing its stated mission.

12.   POLICY DIRECTION, INSTITUTIONAL CO-ORDINATION, AND MANAGEMENT ISSUES

12.1 The proper organisation and management of the programme is critical to its implementation and success. Therefore and as has been the practice, broad policy issues will continue to be decided by Cabinet on the advice of the Cabinet Sub-committee responsible for public service reform. This Committee will, in turn rely on technical inputs supplied by the PSMP Office *through* a committee of Principal Secretaries (the Public Service Reconstruction Committee) headed by the Secretary to Cabinet and Head of the Civil

Service, deputised by the Principal Secretary, Public Service and Information. The Principal Secretaries of the central agencies and the larger ministries are members of this Committee. The PSRC will also approve the annual work plan and budget of the PSMP and undertake periodic review of its progress.

12.2 The overall programme will continue to operate under the Ministry of Public Service and Information. This is in order to preserve the integrity of the ministry that is responsible for public service management. However within this arrangement, it is also proposed that the National Director (ND) should report to the Minister through the Principal Secretary of the Ministry, to take cognisance of the fact that the PSMP is a programme of the Ministry.

12.3 The PSMP Office is not meant to be a huge or expensive bureaucratic outfit, as it will be in a position to draw on the resources currently available in the Ministry of Public Service and Information in particular, and the other Ministries and Departments, in general. Besides, the PSMP teams and consultants working on the various PSMP projects and activities will be accountable to the National Director. In order to strengthen the internal management of the programme, it is therefore planned that a small, tight-knit, and relatively autonomous office, the PSMP Office, will be established to supervise the implementation of the PSMP projects and to provide the necessary secretariat services to government on all reform matters.