



Continuing the Shared Journey: Achieving Public Service Excellence

Final Report of the 2008 CAPAM Biennial Conference
Barbados, October 19–22, 2008

Commonwealth Association for Public
Administration & Management



CAPAM would like to thank the Commonwealth Secretariat through the Commonwealth Fund for Technical Cooperation for their support of the 2008 CAPAM Biennial Conference proceedings including the publication of this report.



**COMMONWEALTH
SECRETARIAT**

CAPAM
L'Esplanade Laurier, 300 Laurier Avenue West
West Tower, Room A-1245
Ottawa, ON Canada
K1N 6Z2

Phone: 613-996-5026
Fax: 613-947-9223
Email: capam@capam.org

For more information, please visit: www.capam.org

Copyright © Commonwealth Association for Public Administration and Management, 2008.
All rights reserved.





Host Country and Joint Organizer

CAPAM would like to extend sincere appreciation to the Government of Barbados for their partnership in the organization of the 2008 CAPAM Biennial Conference. CAPAM acknowledges the high quality of support and collaboration it received from the Government of Barbados and the tremendous contribution of the Barbados Steering Committee, chaired by Mrs. Avril Gollop, with support from Mrs. Kayrn Waterman. CAPAM also wishes to thank the Barbados rapporteurs (Sonia Storey, Trecia Boucher, Derek Gibbs, Ronnie Griffith and Kimberly Waithe) for their contribution to the preparation of these proceedings.

CAPAM Staff

CAPAM wishes to acknowledge and thank its hard working staff, who played a key role in the success of the conference—Ada Wong, Lucy Knight and Anna Tibbetts. As well, CAPAM wishes to thank Brian Johnson (Chief Rapporteur) and Denise Gomes for their work on the preparation of these proceedings.



Sponsors of the CAPAM Biennial Conference

CAPAM is grateful to the following organizations for their support of the conference:

- Commonwealth Secretariat
- Public Service Commission of Canada
in celebration of their 100th anniversary
- KPMG International



CAPAM would like to thank the following *Spirit of CAPAM* sponsors for their support and in-kind contributions to the conference.

- Caribbean Development Bank
- Insurance Corporation Barbados Ltd.
- Nation Publishing Barbados
- Miller Publishing Barbados

CAPAM would like to thank the following sponsors of the evening events, President's Banquet and Learning Journeys:

- Barbados National Bank
- Barbados Tourism Authority
- Barbados Tourism Investment Inc.
- Cable & Wireless Ltd. (Barbados)
- Caribbean Business Publishing
- CLICO Holdings Ltd. (Barbados)
- Consumers' Guarantee Insurance Co. Ltd.
- DGM Bank & Trust Inc.
- Diagnostic Radiology Services
- Miller Publishing Company Ltd.
- Mount Gay Distilleries Inc.
- RBTT Bank Barbados Ltd.
- SAGICOR General Insurance Inc.
- Simpson Motors Ltd.
- Trident Insurance Company Ltd.
- Walker's World

Table of Contents

Introduction	7
Executive Summary	9
Official Opening Reception	11
Conference Opening	13
PLENARY 1:	
Raising the Standard—Promoting Actions, Behaviours and Programmes to Achieve Public Service Excellence	15
Session 1(a): Improving the Delivery of Public Services	17
Session 1(b): Developing Public Service Bureaucracies to meet the Demands of the 21 st Century	18
Session 1(c): Aiming For Excellence in Service Delivery: Reinforcing the Core Values	20
PLENARY 2:	
Making Further Strides, New Governance for New Times	23
Session 2(a): Managing Human Capital for Better Governance	24
Session 2(b): Private-Public Partnerships in Enhancing Service Delivery	27
Session 2(c): Reforming and Strengthening Public Service Institutions.....	29
PLENARY 3:	
Upward and Onward: Enhancing Management and Institutional Capability for Achieving Public Service Excellence	31
Session 3(a): Civic Engagement in Public Policy Formulation and Implementation	32
Session 3(b): Small Size, Dependency and Vulnerability: Managing the Issues and Turning the Weaknesses and Threats into Strengths.....	34
Session 3(c): Placing people at the Centre of Development: Strategic Considerations for Public Administration Managers	35
Conference Closing: Learning From Experience and Exchange	37
Appendix 1: Pre-Conference Workshop—Vulnerability of Small Island Developing States	39
Appendix 2: Adjudicated Papers	41
Appendix 3: CAPAM Award Presentations	43
Appendix 4: Learning Journeys	45
Appendix 5: Post Conference Workshop—Unique Challenges Facing Africa	46

Introduction

The Commonwealth Association for Public Administration and Management (CAPAM) was established in 1994 as a not-for-profit membership association. CAPAM is an international association established to facilitate the exchange of information and knowledge among senior public service executives by focusing on strengthening the quality and effectiveness of public administration, advancing good governance and providing access to best practices.

CAPAM members represent the countries of the Commonwealth; including senior public service professionals, Heads of Government, academics, research institutions and other individuals. The organization is sustained by members who believe in the value of engaging conversation across diverse national and regional experiences, and by key international leaders who continue to support an organization that works across borders to promote the recognition of the shared public service experience.

CAPAM programming responds to membership interests in:

- Innovations in citizen-centered service delivery;
- Excellence in organizational leadership and capacity building; and
- The development of best practices in management and administration in the public service.

CAPAM conferences create a forum for professional networking, engaged discussion and forward thinking that includes members from across the diverse experience of the Commonwealth. CAPAM held its biennial conference in Barbados from October 19–22, 2008. The theme of the conference was: *Continuing the Shared Journey: Achieving Public Service Excellence*. The Biennial Conference is CAPAM's premiere conference event.

The following overview of the Conference proceedings is designed to provide the reader with a synopsis of the shared experience and learnings. These proceedings have been prepared based on notes taken by rapporteurs at each session and augmented by the presentations themselves if they were available at the time of the conference. Additional information and conference documents can be found on the CAPAM web site at www.capam.org.



The CAPAM 2008–2010 Board of Directors, Barbados

President

Ms. Lynelle Briggs, Public Service Commissioner, Australia

Vice-President

Mr. Paul Zahra, Permanent Secretary (Policy), Malta

Honorary Treasurer

Ms. Ruth Dantzer, President, Canada School of Public Service, Canada

Members

Mrs. Avril Gollop, Head of the Civil Service and Cabinet Secretary, Barbados

Mr. Eric Molale, Permanent Secretary to the President and Head of the Public Service, Botswana

Prof. Stephen Adei, Rector, GIMPA, Ghana

Ms. Rajni Razdan, Secretary, Ministry of Personnel, Public Grievances & Pensions, India

Hon. Dalmus A. Otieno, Minister for the Ministry of State for Public Service, Kenya

Tan Sri Mohd Sidek, Chief Secretary to the Government, Malaysia

Mr. S.C. Seeballuck, Secretary to the Cabinet and Head of Civil Service, Mauritius

Ms. Marie Shroff, Privacy Commissioner, New Zealand

Ms. Lim Soo Hoon, Permanent Secretary, Public Service Division, Singapore

Mr. Rod Clark, Principal and Chief Executive of the National School of Government, UK

Co-opted Members

The Hon. Geraldine Fraser-Moleketi, CAPAM Past President, South Africa

Ms. Amal Pepple, Head of Service of the Federation, Nigeria

Mr. Ransford Smith, Deputy Secretary-General Commonwealth Secretariat

Mr. Nick Manning, Adviser, World Bank

Directors Emeritus

The Hon. Jocelyne Bourgon, Canada

Tan Sri Dato Seri Ahmad Sarji, Malaysia

The Hon. Zola Skweyiya, South Africa

Mohan Kaul, United Kingdom

Sir Richard Mottram, United Kingdom

Sir Kenneth Stowe, United Kingdom

Executive Summary

The 2008 CAPAM Biennial Conference in Barbados continued the *shared journey in achieving public service excellence*. It focused on the role of the public service in the 21st century, and similarities and differences across national, regional and international borders. The conference examined what it means to achieve excellence in the context of improving service delivery, fostering good governance and building institutional capacity.

The President of CAPAM, in her opening remarks, set the tone for the conference when she noted that the timing of this year's conference was both difficult and opportune. It was difficult given the economic crisis engulfing the world and opportune as issues of good governance and sound public administration had once again come to the forefront of the global agenda. The importance of finding the balance between unfettered markets and the role of democratic institutions to protect the public good and the well being of citizens had again emerged in the public discourse.

The conference focused on three sub-themes:

- Promoting actions and behaviours to achieve public service excellence
- New governance for new times
- Enhancing management and institutional capacity building

Promoting Actions and Behaviours to Achieve Public Service Excellence

Under this theme, participants explored the role of the public service in a modern society and, in particular, addressed the role of the public service in serving citizens. They spoke about the characteristics of the 'new' public servant that are needed to serve in today's public service. They discussed the link between good governance and economic development and the importance of a values-based and ethically robust public service.

New Governance for New Times

Under this theme, participants explored governance issues in the modern public service. They discussed changing approaches to human resource management and the place of traditional public service principles such as merit in a modern public service. They addressed the importance of training and development and shared experiences and views on preparing public servants to serve citizens. They looked at the role of public-private partnership arrangements as an effective delivery mechanism.

Enhancing Management and Institutional Capacity Building

Under this theme, participants explored the concept of social partnerships and building effective networks. They addressed the question of civic engagement in policy-making and how civil society can add value to the performance of public administration. They discussed results-based management and the role of performance in building public trust. They looked at the case of small states and the unique challenges they face in building institutional capacity. They considered the need for a people centric approach to public administration.

Through the course of the Conference, a consensus emerged in several broad areas, including:

- The growing interdependence and interconnectedness of the world's economies. Events that take place far from one's own country can often necessitate a rapid response at home.
- The important role that the public sector has to play in the growth and development of a nation, in protecting the public interest and in ensuring the well-being of citizens. In the words of one presenter: the directions set by public sector leaders and the decisions they make can "touch lives in ways that cannot be ignored".
- The extent of innovation and reform that is taking place in public sectors across the Commonwealth to deal with emerging challenges. While all Commonwealth



governments emerged from the Westminster tradition, they have all evolved in different ways according to their own needs and their own cultural and national circumstances. There is no “right” approach to reform. Different approaches are needed to deal with challenges depending on different country circumstances.

- The fact that, regardless of where a country is in the reform process or the approach they are pursuing, they share many of the same challenges, such as capacity building, earning public trust, becoming more people centric, improving service delivery to citizens who are more aware and demanding of better services, improving communications and engagement with citizens etc.
- The notion that public sector reform is a continuous process. Through the exchange of ideas and sharing of information, countries can learn from each other as they move forward with their reform efforts.
- The view that successful reform requires both political will and support and the involvement of public servants whose environment will be changed. The private sector and civil society can also play a role.
- The acknowledgement that training and development are a critical component of successful reform. In the words of one participant “training and reform must go hand in hand”.

In addition to the main conference program, two additional sessions were held:

- A pre-conference workshop on the vulnerability of small island developing states (see Appendix 1)
- A post conference workshop on the unique governance and administration challenges facing Africa (see Appendix 5)

It was agreed that CAPAM has an important role to play in implementing capacity-building and knowledge-sharing initiatives in support of its members. The Conference closed with a review of upcoming CAPAM activities.

Official Opening Reception: Sunday, October 19, 2008

In the historic setting of the Barbados Parliament, home of the third oldest Westminster-style government in the world, in downtown Bridgetown, the eighth biennial CAPAM conference opened with a reception hosted by the Government of Barbados.

Speakers

The Honourable Geraldine Fraser-Moleketi, Former Minister of Public Service and Administration, South Africa and Outgoing President of CAPAM

Mrs. Fraser-Moleketi, as outgoing President of CAPAM, officially opened the conference and welcomed the participants. She thanked the Honourable David Thompson, Prime Minister of Barbados, Mrs. Avril Gollop, Head of Civil Service and Cabinet Secretary and the country of Barbados for its warm hospitality. The new Executive Director of CAPAM, David Waung, and his staff were also recognized for their efforts in organizing the conference. She noted that CAPAM has undergone numerous changes during the last two years and that it is more inclusive than ever before and is seeking to influence global discourse on public administration and governance.

In setting the tone for the conference, Mrs. Fraser-Moleketi noted that we live in uncertain times, making the timing of this year's conference both difficult and opportune. It is difficult given the economic crisis engulfing the world and opportune as issues of good governance and sound public administration have once again come to the forefront of the global agenda. The importance of finding the balance between unfettered markets and the role of democratic institutions to protect the public good and the well being of citizens have again emerged in the public discourse.

She noted that challenges such as competing pressures, complex social and economic issues, regional integration, poverty and unemployment are ones that need to be addressed and resolved collectively by governments working across national boundaries as never before. She spoke of the critical need to respond to the current



Conference delegates attend the Opening Reception in the courtyard of Barbados Parliament.



Mrs. Geraldine Fraser-Moleketi (above) welcomes delegates and opens the conference.





crisis and to address these challenges by strengthening democracy and providing responsible, efficient and effective government.

She spoke of the need to strengthen the role of CAPAM in the implementation of capacity-building and knowledge-sharing initiatives in support of democracy, democratic values and democratic administration.

Mr. Ransford Smith, Deputy Secretary-General, Commonwealth Secretariat

Mr. Smith welcomed participants on behalf of the Commonwealth Secretariat and read a message from Mr. Kamalesh Sharma, Commonwealth Secretary-General.

Message from Kamalesh Sharma, Commonwealth Secretary-General

Under the banner of the Commonwealth Association for Public Administration and Management, CAPAM, public sector leaders have once again assembled to mark progress, share experience, and plan ahead. We cherish and celebrate the special bond of trust, respect, tolerance, and understanding that is shared among the Commonwealth's 53 member countries, and with the international community.

I am new to the Commonwealth Secretariat, but not to the Commonwealth. I look forward to supporting CAPAM in the years ahead. Yours is an organisation that has developed strong and lively networks across the Commonwealth. You have created a platform on which to exchange best practice, promote innovation and development, and raise standards of public service. Time and again I repeat that good governance is both the oil and the machinery of Democracy—and of its sister Development—and that I want to see it taken so much further.

On 23rd October, immediately after your CAPAM Conference, the Commonwealth Secretariat will convene the 2nd Commonwealth Ministers Forum on Public Sector Development. Ministers are being asked to set the forward agenda, under the theme of Managing Relationships for Good Governance and Development. Their Forum will benefit hugely from yours. And yours, meanwhile, is



Mr. Ransford Smith



Minister Arni Walters

another example of how CAPAM and the Secretariat can collaborate closely to advance good governance.

CAPAM and its Bajan hosts are to be congratulated for mounting a timely, solid, and ambitious programme, as well as for attending to every logistical need. This is a golden opportunity: I ask you to give to it, and take from it, as much as you can.

Senator the Honourable Arni Walters, Minister of State Labour and Civil Service, Barbados

Minister Walters welcomed participants to Barbados on behalf of the Government of Barbados and noted that CAPAM was the first international organization ever to open its conference in the courtyard of the Barbados Parliament.

He indicated that the current turbulent world economy is having a great impact on the economic performance of small island developing states. He spoke of the specific challenges facing small island developing states and of the importance of public sector reform efforts to build capacity, improve service delivery, ensure transparency and accountability, improve the consultation process and allow for evidence-based policy making. He noted that the sharing of information and ideas at this conference would translate into strategies and programmes that would be beneficial to all participating countries.

Conference Opening: Monday, October 20, 2008

David Waung, Executive Director and Chief Executive Officer of CAPAM thanked Mrs. Avril Gollop and the Government of Barbados for their hospitality. Thanks were also extended to the Planning Committee as well as the sponsors of the conference.

He announced that there were four hundred and fifty (450) delegates from the Commonwealth at the conference this year, three hundred and sixty (360) of whom were registered for the full conference. Mr. Waung then introduced Mrs. Avril Gollop, Chair of the Conference.

Mrs. Gollop, Head of Civil Service and Cabinet Secretary, Barbados, opened by encouraging delegates to network and exchange ideas and she extended a special welcome to the youth delegates.



PLENARY 1: Raising the Standard—Promoting Actions, Behaviours and Programmes to Achieve Public Service Excellence

There is growing interest in actions, behaviours and programmes geared towards achieving public service excellence. This has resulted in a renewed emphasis on values, attitudes, ethics, systems and overall standards. In this opening Plenary, speakers addressed the long term goals for public sector reform and examined the challenges and strategies for leadership and human resource capacity development needed to achieve these goals.

Chair and Speakers:

Mrs. Avril Gollop, Head of Civil Service and Cabinet Secretary, Barbados (Chair)

The Honourable Geraldine Fraser-Moleketi, former Minister for the Public Service and Administration, Government of South Africa

Mr. Ransford Smith, Deputy Secretary-General, Commonwealth Secretariat

Overview of Session:

Mrs. Gollop noted that, while the conference was geared toward service and service delivery, there tended to be problems with service delivery over the last few years and, therefore a move away from delivery *by* the public service. She noted, however, that this was the body that is called upon to deliver what is not being done by the private sector. The challenge facing the public service is to change the public's perception of it.

She noted that a contented public service goes a long way to raising service standards and that the needs of internal customers (public servants) are many. A good and balanced mix of technology, reasonable wages, and good attitude are required.

She shared that the basic principles of the public sector are sound but there is an on-going need for improvement. This requires political and senior leadership to be innovative, requires public servant buy-in, a master plan, as well as time and people.



Mrs. Avril Gollop (left) and Mr. Ransford Smith (right) speak about the challenges and innovations of service delivery.



Mr. David Waung introduces the opening plenary speakers and thanks the Government of Barbados for their hospitality.





Mrs. Fraser-Moleketi suggested that public administration was a means to achieve certain ends and that public administration reform is a way to improve the achievement of those ends. Public administration cannot have goals separate from the goals of the society in which it operates.

She further noted that there is no single approach to reform for all countries. There can be different approaches based on different cultural and national contexts. She noted that the term “best practice” is being increasingly contested as it assumes that there is only one best way to do something. Good governance benchmarks at the national and international levels exist, but there are as many ways of doing things as there are institutional frameworks, cultural and national contexts.

She spoke of the interconnectedness and interdependence of the world’s economies. She noted that despite different approaches that are being taken to the challenge of globalization, nations continue to be propelled in the direction of increased interconnectedness and interdependence. She discussed the current global financial crises, noting that it demonstrates that it takes more than an unfettered private sector acting alone to provide growth and well being. Government has a role to play to protect the public interest.

She stated that public governance must put people first and outlined the key domestic challenges that government’s face:

- The need to improve service delivery and service quality
- The need for accountability and transparency
- The need for civic engagement in public governance

She asserted that public administration needs to be revitalized to be value-based, ethically robust and client-centric. Further, public administration needs to be reoriented to be purpose-driven. She highlighted two challenges for public sector leadership:

- Promoting social equity along with efficiency and effectiveness
- Promoting citizen participation, at the grassroots level

She noted that CAPAM has a role to help in the reform process by nurturing an environment of shared learning, testing new approaches to public administration and helping create public services for current and future needs.

Mr. Ransford Smith commented on the amount of innovation that abounds in public sectors around the world, and how the reforms that are taking place are increasingly connected with and support the *Millennium Development Goals*.

Quoting the Organization for Economic Cooperation and Development (OECD), he suggested that the challenge is to move away from opportunistic reform toward strategic reform. He noted that public sector development is a process of continuous learning and improvement and that it requires a synergy between political and public sector leadership. He indicated that the central challenge plaguing reform initiatives remains capacity development to improve service delivery.

He stated that successful reform requires leaders who:

- Establish purpose and direction
- Gain resources, achieve commitment and inspire staff
- Achieve high performance

He spoke of the importance of “soft skills”, the ability to lead, to motivate and delegate, to manage teams, to manage conflict and to communicate, and stated that these skills must complement hard technical skills in order to transform organizations.

He then provided an overview of the many Commonwealth Secretariat programs and services that are making a significant contribution to the success of public sector reform agendas in the areas of strategic human resource management and leadership and

highlighted the upcoming Forum of Commonwealth Ministers responsible for public service. Mr Smith referred to the topic of Supporting Dynamic Leadership. He specifically referred to the issue of mutual trust between the political and administrative parts of government. These he said were essential to deliver results, especially during a period of transition.

The ensuing discussion focused on:

The important role of civil society and the dynamism it can bring in contributing to public service excellence and meeting citizen expectations. It was noted that civil society can play a key role in raising awareness of citizen needs.

The importance of human capacity building to achieve public service excellence. While recognizing the advantages of public service mobility, it was noted that open labour markets can create retention challenges. It was suggested that not stifling new public servants with rules and regulations would contribute to retention.

The importance of continuous reform in order to adapt to changing circumstances and to define the role of government and the public sector in a changing environment.

The need to keep in mind that there is no one right way or “best” way of doing things; approaches can be different based on different country contexts.

The need to understand the role of political leadership in interpreting societal needs and setting direction and of public sector leadership to implement change to achieve excellence. Both are needed for successful reform.

The importance of clear objectives, openness and transparency in implementing and managing change.

The need for a vision of the public service of the future that takes a long term view, and is not based solely on the current economic environment.

Session 1(a): Improving the Delivery of Public Services

Over the past decade significant progress has been achieved in broadening the range of citizen services and expanding access to them. These achievements were a result of strong political commitments and dynamic public service leadership. This session focused on the emerging challenges of citizen service delivery and the roles of political and public service leaders in addressing them.

Chair and Speakers:

- Mrs. Jacqueline Wilson, Director, Governance and Institutional Development Division, Commonwealth Secretariat (Chair)
- Mr. John Wadson, Deputy CEO, Information Technology, Centrelink, Australia
- The Honourable Kennedy Swaratsingh, Minister of Public Administration, Trinidad & Tobago

Overview of Session:

In introducing this session, **Mrs. Wilson** suggested that governments will need to address the role of the public sector in serving citizens in the context of the changing composition of populations (aging population, citizens living outside national borders, young people with different demands) and, in the current economic climate, how governments will be able to respond with declining resources. She noted that crises can be effective in getting people to rise to a challenge and that she is convinced that public services are resilient and will meet the current challenges they face.

Mr. Wadson provided an overview of Centrelink, the Australian government service delivery agency. He noted two particular advantages of Centrelink:

- It can respond quickly to change and thus support the government’s change agenda
- It can respond quickly in a time of crisis (e.g., through its emergency call centre, Centrelink can provide



complete emergency services within one hour of a crisis being declared)

While Centrelink has many performance indicators, he suggested that the primary determinants of success are customer satisfaction and staff satisfaction. He noted that big information technology systems take time and need a credible business plan. He outlined the future directions for Centrelink, which he characterized as the integration of services, not necessarily co-location.

Minister Swaratsingh began by providing an overview of Trinidad and Tobago. He then discussed Vision 2020, Trinidad and Tobago's National Strategic Plan for the achievement of developed country status by 2020, noting that it reflects the United Nations Millennium Development Goals. He pointed out that governing effectively is one of the five pillars of the Plan, as an effective and efficient public service is considered a critical success factor.

He noted that one of the key priorities is improving the provision of public services and explained the National Public Service Transformation Agenda, which includes both enterprise-wide and ministry-specific initiatives. He noted that this includes an e-government portal and a chain of multi-service delivery centres. He noted that project management and implementation had been outsourced to a private firm, creating a unique public-private partnership.

He emphasized that a political champion for the process is needed to set the focus and establish priorities. He indicated that leadership would be a key to success in addressing technology, process and people issues against the backdrop of poor coordination and implementation experiences in previous reform efforts. He noted the importance of leaders with broad competencies (specific competencies alone are no longer good enough) and the importance of a "whole of government" approach.

In the ensuing discussion, it was noted that:

- Service delivery needs to be looked at within a governance framework.
- Staff and customer satisfaction have a strong correlation as the first need to see how their work impacts the latter.
- Building of robust systems takes time when pursuing a whole of government approach, but, in times of crisis, change can happen very quickly.
- Centrelink was proposed as an alternative to outsourcing. Services from various agencies were rolled into it. Its service delivery has made an impact as public servants now need to think in a more strategic and holistic way.
- "If you can't measure it, you can't manage it." Performance management at Centrelink is measured using twelve questions that can be asked anywhere.
- Various methods of communication must be available for citizens to contact a ministry. In Trinidad and Tobago, they have developed a "segment channel approach" where citizens can contact government at a service counter, online, etc.
- An initiative called 2020 is also underway in Trinidad and Tobago that is seen as an opportunity to transform not only the public service but the country as well.

The session ended with the recognition that there is a similarity in needs although different ways to address them and that leadership, quality and standards, and measurement all play a role.

Session 1(b): Developing Public Services Bureaucracies to Meet the Demands of the 21st Century

Developing the capabilities that public services will need to meet the challenges of the future is a challenge for all governments. This session considered how public

service bureaucracies can best position themselves to respond and meet future demands. It addressed some of the challenges facing governments and public sectors, looked at some contemporary approaches to address these challenges and examined innovative ways to respond to the demands of the 21st century.

Chair and Speakers:

- Ms. Jennifer Astaphan, Executive Director, CARICAD (Chair)
- Ms. Lynelle Briggs, Public Service Commissioner, Australian Public Service Commission, Australia
- The Honourable Semano Henry Sekatle, Minister of Public Service, Lesotho

Overview of Session:

Ms. Astaphan introduced the speakers and noted the importance of building public service capacity to respond to and meet future needs.

Ms. Briggs discussed the challenges facing public services as the second decade of the 21st century looms. She observed that issues such as climate change, the threat of terrorism, and financial constraints in the face of increasing citizen expectations would continue to shape operational processes within government.

She also noted that as the public service moves from “doing” to “enabling” it will require a different kind of public servant. The “new” public servant will drive organizational change by changing “how” work is done by, for example, taking a client-centric approach, working horizontally across government, and embracing information technology as a tool to deliver services.

Minister Sekatle provided an overview of Africa’s historical experience with public sector reform, outlined the challenges faced by Africa in developing modern public services, and highlighted the importance of the relationship between good governance, democracy and economic development. He then presented Lesotho’s approach to

public sector development and economic growth.

He advocated the need for a stronger state in order to deliver the services needed. He noted that a challenge faced by African countries is that they often pursue public sector reform for their own sake and do not link it to development. There is also a lack of political consensus and commitment.

In the ensuing discussion, the following main points were raised:

- The public service needs to recognize the bigger environment in which it operates. Good governance and economic development are linked.
- The public service needs to be an enabler and active participant in bringing about change.
- The public service needs to prepare itself for the future by developing effective systems and people with the skills needed to achieve positive outcomes. This must be done as it faces challenges such as climate change and HIV/AIDS.
- The public service must work with partners to deliver needed services. It must develop vertical and horizontal systems and flexible relationships across government, with the private sector and with NGO’s. This must all be part of the social inclusion agenda.
- The public service must be in a position to deliver services in an ever-changing environment and be in a state of readiness to meet whatever challenges lie ahead. Among the challenges, citizens are demanding that government do more and provide better service. As well, citizens expect to be more involved in the design of services.
- The public service needs agile and flexible leaders. Public service leaders are being challenged to work more strategically, develop critical thinking skills and



build the capability of their employees.

- Public servants must welcome change and growth. There is a need to create a new breed of public service workers by attracting persons with special skills. These persons would bring new ideas and changes that are needed. The delivery of services will hinge on the use of technology.

Session 1(c): Aiming for Excellence in Service Delivery: Reinforcing the Core Values

A common attribute of high performing organizations is a shared value for excellence and commitment for citizen service delivery. While articulating core values is the first step in organizational excellence, the true challenge lies in the incorporation of these values into the day to day activities of the organization. This session examined the key values of the public service in the 21st century and the strategies for translating them into reality.

Speakers:

- Mr. Carston Simmons, Permanent Secretary, Labour, Barbados (Chair)
- Dr. Hilton Fisher, Director, Cabinet Secretariat, The Presidency, South Africa
- Dr. Muhamad bin Hamzah, Director, National Institute of Public Administration, (INTAN), Malaysia

Overview of Session:

In introducing this session, **Mr. Simmons** noted that as the public service aims for excellence in service delivery, it must also reinforce core values. He stated that we have to ask questions such as, “how we do our business, what are the core values and why do they need to be reinforced?”

Dr. Fisher focused on the South African service delivery dilemma: social spending versus opportunistic spending,

using the 2010 Soccer World Cup as a case study. He informed the meeting that the dilemma that faced South Africa was about priorities, opportunities, spending and taking a chance.

He provided a brief overview of South Africa’s political and economic situation, noting that South Africa is a developing country with a volatile currency and that approximately 75 percent of the national budget is allocated to social spending. The Soccer World Cup would be the biggest event that the country has hosted. He noted that the country was faced with a difficult trade-off—social spending versus the diversion of funds to facilitate World Cup infrastructure. He noted the difficulty that the government would have informing the electorate that it intended to spend a lot of money to host the World Cup instead of taking care of the social needs of the people. How does the government convince people that the benefits will justify the financial costs?

He then discussed the legacy that would result from hosting the World Cup, including infrastructure (roads, rail, airports, stadia and information and communications technology). He noted that hosting the World Cup has injected urgency into upgrading South Africa’s information and communications technology infrastructure and that this would probably be the most valuable legacy. He stated that interoperability needed to happen locally and internationally, hence the infrastructure would have to be upgraded for the people and not only for World Cup; that when the World Cup was over, individuals would see that the benefits of the technology upgrades will be available to all citizens.

He noted that the government of South Africa was making it very easy for all people to have access to digital technology. He stated that there is a digital divide between the have and the have nots across the regions, organizations and individuals and that computer literacy was a huge challenge for South Africa. He indicated that the government of South Africa was prepared to breach the digital divide; hence the technology upgrades

should be seen as an opportunity for all South Africans. He concluded with a summary of the benefits of upgrading the country's information and communications infrastructure, which included:

- Dissemination of government information
- Accessing government services
- E-health
- E-education
- Reducing the digital divide
- African opportunities
- Enhancing mobile technology

Dr. Hamzah began by discussing the importance of core values in the Malaysian Civil Service. He explained the influence of values over time; the values and ethics of the current civil service, and the initiatives being undertaken to inculcate a positive work culture. He considered that values were important in order to develop a dynamic and progressive civil service, and to encourage shared vision and mission among civil servants and align them with the national agenda. He further stated that core values encourage people to develop a fair, prosperous and high moral civil service and society.

He stated that Malaysian public service values have evolved from four groups of civil servants which he characterized as, Colonial Transition, New Economic Policy and New Development Policy, and New Vision Policy and that these influence the current values being used today. People were encouraged to be trustworthy, responsible, diligent, sincere, dedicated, have good business practice and observe the twelve pillars of the core values:

- The Value of Time
- The Success of Perseverance
- The Pleasure of Working
- The Dignity of Simplicity
- The Worth of Character
- The Power of Kindness

- The Influences of Examples
- The Obligations of Duty
- The Wisdom of Economy
- The Virtue of Patience
- The Improvement of Talent and;
- The Joy of Originating

He then explained the role of the National Institute of Public Administration (INTAN) in implementing core values through courses, conferences and seminars, and publications. He concluded with an overview of the outcome of this effort which includes the changing personality of Malaysian Civil Servants—to people who are professional, creative, and entrepreneurial and to a workforce that is dynamic and has a business worldview.

In the course of discussion it was noted that:

- The South African case study brought out the importance of setting priorities, especially in terms of spending.
- The effective use of e-government was necessary to improve the provision of services. There is a need for government to reach out to meet the needs of the people and also to upgrade facilities to meet peoples' expectations.
- There are differences of opinion as to whether religion should be one of the core values of the Public Service. In Malaysia, people are engaged in value systems and accepting universal values instead of religious values. The majority of civil servants are Muslim, so one had to create values that were acceptable to Muslims.
- Values issues can arise when people come into the public service on contract or engage in public-private partnerships. It can be a challenge to blend the public service mentality and the values of the public service with private sector delivery and the industrial values of the economic system.
- One has to be serious about the core values and there has to be consequences for wrongdoing.

PLENARY 2: Making Further Strides, New Governance for New Times Tuesday, October 21, 2008

The principles of merit, non-partisanship, fairness and transparency are the hallmarks of public services across the Commonwealth. These principles have withstood the test of time as they remain central to public service employment policies in many countries. In the emerging environment of increased competition for skilled employees, public services need new employment practices to attract, develop and retain future leaders. This plenary session examined governance models for public service employment and strategies for improving governance.

Chair and Speakers:

- Dr. Maria Barrados, President of the Public Service Commission, Canada (Chair)
- Dr. The Honourable Peter Phillips, Former Minister of National Security, Jamaica
- Dr. Luc Juillet, University of Ottawa, Canada
- Mr. P.K. Misra, Establishment Officer and Additional Secretary, India

Overview of Session:

Dr. Barrados began the session by speaking about the history of the Public Service Commission of Canada as it celebrates its one hundredth anniversary. She noted that it is responsible for the integrity of staffing in the federal public service and is vital in making the Canadian public service more representative and open.

The human resource priorities are seen as follows:

- Renewal to deal with an ageing population
- Recruitment and retention of talent needed to build the public service of tomorrow;
- Making sure the appropriate human resource governance structure is in place.

Dr. Phillips indicated that the quality of governance is a concern driven both by the presence of globalization and global competition and by the pressure from a more engaged public who insists on greater transparency, integrity, and efficiency.

He outlined key elements in this new paradigm of good governance and how it departs from traditional structure and norms of public administration in the Commonwealth Caribbean:

- Decentralization of authority
- Greater transparency
- Greater accountability

He also discussed next steps in the process of public administrative reform including:

- Reform of political administration that have not responded to demands of transparency, oversight and parliamentary reform
- Institutional reform in specific sectors, such as reforms of security institutions in the Caribbean to address transnational organized crime

He noted that public administrative reform is not an end in itself but is a means to provide a better quality of life for citizens.

Dr. Juliet argued that, while new approaches to the governance of public employment might be necessary to meet the challenges of our time, the old traditional model still has much to be said for it.

He argued that some old, fundamental principles of public administration, such as the merit principle, can still prove valuable in meeting new governance challenges.

He noted that, in the public sector, staffing systems have been designed to serve a complex array of objectives, of which increasing the effectiveness of program delivery is only one. Other objectives include impartial and equitable treatment of citizens and the provision of non-partisan policy advice to the government of the day. He noted the importance of remembering that in a democracy, the way things are done often matters as much, or more, than obtaining results.

Referring to some contemporary challenges such as technological change, growing social diversity and



globalization, the decline in trust in government and the politicization of the public service, he made the point that traditional approaches to the governance of public employment could still prove useful in today's circumstances.

He asked whether “new times” always call for “new approaches” to governance, and concluded with a call for balance, noting that for some critical issues, traditional systems will continue to be as important as in the past.

Mr. Misra spoke about governance challenges common to all governments, such as income inequality, perception of governance, transparency, accountability issues, and corruption. He outlined both a broad approach (e.g. enhancing participation, promoting inclusive growth, combating corruption etc.) and abroad strategy (e.g. recognizing the role of the state in crucial areas, providing effective service delivery, creating an enabling environment, developing capable civil services , promoting transparency and accountability etc.) for more effective governance.

He noted that a movement is now underway to reorient the role of government in citizens' lives in many crucial areas. These include public order, justice, social security, human resource development, education and health. He stated that effective service delivery provides access to public services (especially to those most vulnerable), sets performance standards and uses benchmarks for assessment and continuous improvement. He stated that capable civil services can be developed through continuous skills improvement, recognition of merit and performance-based appraisals, and incentive pay linked to performance and stability of tenure.

He then discussed recent reform initiatives undertaken in India by the Administration Reforms Commission, to prepare a detailed blueprint for revamping the public administrative system. He noted the establishment of the Prime Minister's Award of Excellence in Public Administration.

In the course of discussion the following issues emerged:

- As e-governance and online information assume a degree of computer literacy, how is service ensured for those who do not have access? Differences in cultures were acknowledged. In India where the spread of computers is limited in rural areas, kiosks have been set up where family members help each other. These kiosks have been very popular since their introduction and little advertizing has been required.
- How has recruitment based on merit been overcome in countries where corruption is an issue? It was suggested that public servants must be allowed to have security of tenure within specific terms or conditions in order to remain impartial. It was also noted that the greatest protection against corruption is transparency. As we face times of change and seek efficiencies, the system of rules may be perceived as a burden and constraint, however, participants were cautioned that the benefits and reasons the rules were put in place should be remembered before reforms are pushed too far.
- How can you ensure public service performance when public servants have job security and tenure? It was suggested that tenure should not be seen as synonymous with underperformance. An independent commission which implements the merit principle as well as an evaluation of the services provided will assist with this. Regular performance appraisals were recommended.

Session 2(a): Managing Human Capital for Better Governance

Commonwealth nations have identified, as a high priority, the establishment of strong and proactive Public Service Training Institutes (PSTIs) to support the management and leadership development needs of their public servants. This session examined effective governance frameworks for PSTIs that will ensure that their programmes will continue to meet emerging government priorities.

Chair and Speakers:

- Ms. Ruth Dantzer, President, Canada School of Public Service, Canada (Chair)
- Mr. Lionel Yeo, Deputy CEO, Civil Service College, Singapore
- Shri B.S. Baswan, Director, Indian Institute of Public Administration, India
- Dr. David Johnson and Dr. Andrew Molloy, Cape Breton University, Canada

Overview of Session:

Ms. Dantzer opened the session noting that the issue of capacity development is a critical one that has come up in all sessions to date. The way people are managed is closely tied to the success of a public service and the country it serves. There are as many models for preparing public servants as there are schools. During this session, some of the experiences and views will be heard.

Mr. Yeo provided an overview of the Singapore Civil Service College, noting that its primary responsibility is to develop people for a first-class public service. He spoke about the College's clientele, business volume, business model, and governance structure. He noted that the Head of the Singapore Civil Service stated in 2007 that "the Civil Service College will be developed into a focal point for the transformation of the public service to meet future challenges." He emphasized the importance of support from stakeholders to the College's success. To ensure that support, he explained the College's assessment model which includes performance measurement (balanced score card), continuous review, market validation (market share, repeat customers, etc.), and benchmarking against local and international best practices. He noted in particular that the college works in a market environment, though it receives some funding for research.

He concluded by noting that the College has a strategic role and must strive for a balance between being just

another competitive training provider and being a monopoly player.

Mr. Baswan noted that the Indian Institute of Public Administration is a registered society, supported and partially funded by the Government of India. It caters to middle and senior level civil servants in general, and its faculty is mainly drawn from the universities. Most participants already have Master's degrees in different disciplines.

With regard to public sector reform, he flagged the following issues for consideration:

- Governments need to avoid knee-jerk reactions to the current financial crisis like restoring state control and micro-management of the economy which, in the past, led to inefficiency, corruption and a perpetuation of poverty in the name of the welfare state.
- The reform process has two aspects, a) structural and b) procedural. Globalization, liberalization and privatization are part of the former, and are as inevitable as death and taxes; we need to accept this.
- So is localization, even if national and provincial governments don't want to share power. Decentralization is desirable, and even if it leads to a spread of corruption. Decentralized corruption is preferable to the centralized variety; there's more transparency and accountability.
- Procedural reform covers things like citizens charters and most important, the right to information. The current legislation in India has had a very positive effect and increased public awareness, and has the current information revolution.
- Independent regulators are a *sine qua non* for any modern economy, and the US (from Taft-Hartley to Sarbanes-Oxley) has been one of the most regulated economies in the world. In fact the present sub-prime crisis is as much a result of governance failure as market failure, in the absence of an effective oversight mechanism.



With regard to public service training institutes (PSTIs), he flagged the following issues for consideration:

- PSTIs should build capacity to address policy and implementation issues relating to the world's most pressing problems (e.g. global warming, the impending fuel and food shortage and the fallout of the current sub-prime crisis).
- PSTIs don't have to toe the line all the time. They should question public policies and offer their frank and free advice to the government.
- PSTIs should be a repository of administrative best practices, especially in the area of e-governance, and case studies could be shared with the general public as well as governments and other institutes.
- There are limitations in respect of teaching ethics; those who preach values rarely practice them. One way of dealing with the problem is to expose the participants to situations of poverty and exploitation and let them derive their own lessons through the sensitization process.
- Faculty in PSTIs can be drawn from both administration and academia, but, to get a modicum of credibility in the area of public policy, high standards of research need to be established.
- PSTIs need to earn their own livelihood, at least to meet their recurring costs, while governments can and should take care of their fixed costs. Competition is desirable and civil servants need to make choices as far as training is concerned.

He concluded on an optimistic note, stating that as the sub-prime crisis was concerned; he believed that governments and central bankers had the knowledge, the experience and the tools to deal with the problem, which may bring in some much needed corrections in the macroeconomic policies of our countries, which the PSTIs should be thoroughly familiar with.

Dr. Johnson and Dr. Malloy addressed the role that Public Service Training Institutes (PSTIs) can play in modernizing government and what it takes to be an

effective PSTI. They discussed the factors that will promote network development, the requirements for success and the challenges of a network model. They concluded with success parameters for a Commonwealth PSTI network, including that it:

- Be relevant to national PSTIs and their governments
- Promote leading edge training and best practices and diffuse it effectively
- Promote participation and sharing by members
- Promote the development of operational networks to build horizontal capacity, leverage synergies and capitalize lessons learned
- Use tangible measures to demonstrate benefits and seek to continuously improve based on constructive criticism.

In the course of discussion the following main points emerged:

- Certification and the desire to transfer credits. Mr. Baswan indicated that his institution does not issue certificates.
- The conflict between experienced older workers and younger qualified workers. It was suggested that you need a balance of both. Professor Johnson suggested the need to expose young workers to more senior leaders through case studies, mentoring programs etc. to help them gain experience.
- The attractiveness of the public service and public service training institutes, as a career. It was noted that in some countries (e.g. India, Canada), the public service is an attractive place to work. Mr. Yeo noted that in Singapore the stigma associated with working in the public service has been addressed by paying market wages to public servants.
- Sharing public service success stories with the public. Mr. Yeo noted that Singapore has vehicles to do this (e.g. Ethos magazine). Mr. Baswan noted that his institution does not share success stories directly with the general public.

- Ensuring that training is transferred into practice. Professor Malloy suggested that participatory management and team work is key. Mr. Baswan spoke of the importance of learning by doing. Ms. Dantzer spoke about the Canada School of Public Service organizational learning approach, where whole teams are brought together to learn.

Session 2(b): Private-Public Partnerships in Enhancing Service Delivery

Private-Public partnerships have developed and emerged as effective strategies for the delivery of a broad range of government services. In an environment where the demand for services far outstrips the capacity for the public service to deliver, PPPs are emerging as effective solutions. This session examined the experience in developing PPPs and the governance frameworks needed to ensure success.

Chair and Speakers:

- Mr. Devaraj Sanmuganathan, Deputy Director, PUB, Singapore (Chair)
- Dr. Rebecca Fatima Santa Maria, Deputy Secretary General, Ministry of International Trade & Industry, Malaysia
- Mr. Michael Ferrabee, Senior Fellow, Canada School of Public Service, Canada

Overview of Session:

Mr. Sanmuganathan noted that it is possible to employ alternative procurement models in PPPs. Singapore's water management Public Utilities Board (PUB) employed a DBOO (Design, Build, Own and Operate) model of procurement with its private sector partners.

The successful use of PPPs allows the Government to get the best from the private sector because the private sector is able to be innovative, lacks high levels of bureaucracy and is able to develop overseas markets.

The conditions of the contract need to be attractive enough to interest the private sector and must be well-structured, "the devil is in the details", since it governs a long-term relationship. To maintain along-term relationship with its private sector partners in the water business, PUB recognized the need to employ well-crafted documents that benefit all partners.

In developing the PPP, you need to make sure that:

- The location of risk is very clear.
- There is a mechanism for compensation when conditions change.
- There is an escape clause (i.e. Step-In Agreement).
- Expertise and competency are maintained in the public service so that a take-over, if necessary, can be accomplished.

Finally he noted that the management of the PPP relationship must have top level support.

Dr. Rebecca Fatima Santa Maria set the context of her presentation by providing an overview of Malaysia, its economy and key challenges. She then provided an overview of PEMUDAH (a special task force established "to achieve globally benchmarked, customer-centric, innovative and proactive public service,") which includes the promotion of "proactive public-private sector collaboration."

She noted that the success of PEMUDAH included improved public sector empathy and understanding toward customers and improved private sector appreciation of the public sector. Among the challenges, she noted the need for political will to sustain dialogue, willingness to accept and respond to constructive criticism, and the need to ensure that public-private partnerships became part of the system integrated into the culture so that they are not taken for granted.



She noted that the winning formula of PEMUDAH has been:

- The recognition that “We are all part of the solution”
- The inclusive participation of all stakeholders
- The facilitation of a systemic approach to issues as they impact the business environment and the citizenry
- The focusing on business facilitating issues

She concluded by noting PEMUDAH’s future directions.

In his presentation, **Mr. Ferrabee** used the Cheshire cat from “Alice in Wonderland” and his experiences from the restaurant business to illustrate the importance of good governance in successful PPP initiatives.

He encouraged finding “your own Cheshire cat” and not letting her disappear to convey the need to set a goal that will guide the initiative and not lose sight of that goal as you move through the process. He noted that PPPs can offer dramatic value for all involved but emphasized that a review of lessons learned needs to be part of the process as does leveraging available research in order to develop a PPP that will fit each situation best.

For PPPs, in order to be able to deliver on time, on budget and offer spectacular quality, tradeoffs may be necessary. This means that an accountable governance structure, where planning, expectations, and decisions are shared, understood and made with and by many levels, is crucial to success.

In the ensuing discussion, the following main points were discussed:

- How can you counteract corruption through PPPs? It was suggested that it is necessary to make the regulations and rules very clear, and ensure transparency in areas such as bidding and tendering, as this reduces the incidences of corrupt practices.
- With respect to the Step-In Agreement, are there cost implications of keeping a team that can take over if the private partner fails? It was noted that PUB Singapore

still operates its core water plants so that staff is still working and current in the practices of running the water operation. This ensures their capability in the event that they are needed to step in and take over from the private partners. It is important to maintain core expertise.

- Within the Malaysian context, there has been more emphasis on public sector business, but not on the recipients of the services. The Labour Unions, for example, are not represented on PEMUDAH, so how are their voices and the voices of service recipients heard? It was pointed out that while the average citizen is not in the PEMUDAH group, they are able to use a website to voice their concerns.
- In instances where the private sector was not involved in that industry before, what do you look for when setting up a PPP? Where does the private sector get the experience? Do they poach the staff of the public service? It was pointed out that the public sector helped the industry to mature by outsourcing parts of its operations (such as maintenance) before PUB Singapore moved to PPP.
- What are the costs of the project when the private partner is not properly monitored? Since the private partner is profit-driven, how do we strike a proper balance to ensure that in the long term, the public partner is not short-changed? It was suggested that there can be a high cost to a PPP, but the structure of the deal must be enforceable and reasonable, risks must be genuinely shared by both parties, each party must know where the risks lie, and rewards must also be shared. It is important to get an understanding of the costs associated with the project. E-bidding may be an option for exploration. The Tendering process is integral in lowering the cost of the project and should involve prequalification of those capable of undertaking the project as well as transparent open bidding which can bring down costs. The tender document should offer a fair allocation of risk. A fixed capacity payment will work to entice private sector interest.

- Given that, as performance standards improve, the professional and technical capabilities of the public service staff also improve, how do you ensure that you don't lose your staff to the private sector? It was noted that in Singapore, the salaries of those in the public service match those in the private sector. You have to pay top dollar if you want top talent.

Session 2(c): Reforming and Strengthening Public Service Institutions

Small States face unique challenges in reforming and strengthening Public Service institutions. Notwithstanding these challenges, there have been remarkable successes. In this session, speakers shared their experiences in implementing reform initiatives.

Chair and Speakers:

- Dr. Carlton Davis, former Cabinet Secretary, Jamaica (Chair)
- Dr. Edward Warrington, Professor, University of Malta
- Mr. D Wijesinghe, Secretary to the Cabinet of Ministers, Government of Sri Lanka

Overview of Session:

Dr. Davis informed the meeting that governance was very important in a country in order for it to be effective. He commented that there were three important areas:

- Policy role
- Regulating role and;
- Service role

He stated that one should get the centre of government right, so that it could function effectively and efficiently.

Dr. Warrington stated that Malta is a confederation of institutions, so it would be incorrect to think of it as one organization. Malta became independent in 1964 and became a member of the European Union during the period 1990-2004. He noted that the Maltese economy

went through a period of transition in 1959–1992 from a fortress economy to social-market economy.

It was stated that Malta started its Public Sector Reform in 1988 and it went through three phases, as follows:

Phase 1: Agenda setting during the period 1988–1990

Public Service Reform was concerned with the political and institutional context of public administration and the human resource issues along with Information and communications technology matters.

Phase 2: Improving policy development, management and service delivery capabilities from 1990–1998

The government granted substantial pay raises to civil servants and it did not allow external entry for its contractual top posts. The new Public Management provided good service delivery which extended to statutory authorities, local councils, core public service, taxation, education, social security and health care. Yet there were challenges during this period, for example: limited efficiency gains, excessive spending, disenchantment, no citizen engagement in policy-making, grand patronage, and the end of bi-partisan consensus in 1998.

The recurring themes at this time were:

- Efficient government
- Petty patronage reduced
- Service delivery
- Independent scrutiny
- Accountability and redress
- Citizens and customers and;
- Higher civil service rejuvenated

Phase 3: Europeanization from 1998 to present

In Phase 3, from 1998 to present, there were recurring themes such as, presidential government, competitiveness and choice, state of the art services and service delivery, financial prudence, no redundancies, but subversion of trade union power while the issues were:



- Renewed partisanship
- Business interests
- Grand patronage
- Deliberate weakening of citizen-centered scrutiny mechanisms

It was observed that the following also occurred during this period:

- Opponents often had to be “bought off” or have negotiations, along with compromise, trading efficiency against legitimacy, stability and prudence
- There was domestic expertise and resources, but the EU models and standards remain

Mr. Wijesinghe spoke about the lessons and experiences in reforming and strengthening public service institutions in Sri Lanka. He noted that Sri Lanka is a relatively small nation. In setting the context, he provided an overview of Sri Lanka—its economy, its government and its public sector institutions; he reviewed the political/constitutional, social and economic factors leading to reform; and he reviewed past reform initiatives.

He then described current reform initiatives, noting that the Public Service was responding to certain political/constitutional forces which occurred, as follows:

- Universal Franchise and Partial Autonomy
- Independence in 1948
- Republic in 1972
- The Executive Presidency was set up in 1978 and;
- Provincial Councils in 1987

He spoke about the lessons learned from the past, noting, in particular a lack of consistency and absence of political (and peer) support. He concluded by highlighting the importance of ongoing public interest to ensure the success of reform.

In the course of discussion, the following main points were discussed:

- A question was raised concerning quotas for the hiring of women in the public service. It was noted that in the Caribbean the issue is reversed because at least seventy (70) percent of women are graduates, while thirty (30) percent of men are graduates, so there are more qualified women available for jobs than men. There is no quota system in the Sri Lankan public service because there are equal jobs for all persons.
- A question was raised about the impact of smaller nations and whether it has any significance in the ability to institute reforms.
- A question was raised about political involvement in the public sector. It was noted that in Sri Lanka, in a partisan environment, Ministers often want to know who is being employed and if the person was from his constituency.

PLENARY 3: Upward and Onward: Enhancing Management and Institutional Capability for Achieving Public Service Excellence Wednesday, October 22, 2008

Public service reform requires a structurally robust and effective public service. Over the last decade, much has been accomplished to identify the strengths and weaknesses of public service institutions and building both the capability and capacity of the public service remains a pressing issue in reform. This session explored the direction of public service human resource management and reform by examining reform agendas in different country contexts.

Chair and Speakers:

- Mr. Nick Manning, Advisor, World Bank (Chair)
- The Honourable Arni Walters, Minister of Labour and Civil Service, Barbados
- Mr. Elijah Achoch, Director of Transformative Leadership, Public Reforms and Performance Contracting, Kenya

Overview of Session:

Mr. Manning opened the session by noting that the focus would be on enhancing management and institutional capability.

Minister Walters started by noting that public service excellence is about going beyond what is required in order to serve the public good. He noted that the public sector has an important role to play in protecting citizens and providing those services that the private sector cannot or does not provide at a cost people can afford.

He noted that service excellence must be a hallmark of public sector reform, but suggested that often institutions lack the management strength and capacity to serve the public good efficiently and effectively. He spoke about the importance of managing human resources effectively and noted that the human resource function must be elevated beyond dealing with process to focus on strategic planning and career development. He suggested that while some human resource functions must be centralized, the role of departments and agencies in this area also needs to be strengthened and enhanced.

He outlined the development of public sector institutions in the Caribbean beginning with the period of growth through the 1970s to the reductions and downsizing in the 1980s. He then explained the efforts underway in Barbados to modernize the public sector and enhance institutional capacity. He noted some of the issues that Barbados faced at the outset, including political influence in the public service, a proliferation of state enterprises, downsizing, and problems with organizational culture. He highlighted some of the initiatives that have been undertaken, including the development of strategic plans, organizational reviews, decentralization, improved human resource and information management systems.

He spoke about the importance of social partnerships and building effective national networks, noting that Barbados has a strong public-private sector coalition that includes trade unions. He suggested that:

- Enhancing management and institutional capability is more a matter of implementation than knowing what is required
- Effective change management requires the identification of champions

He concluded by stating that it is important to maintain commitment to the task of transforming public sector institutions into efficient and effective organizations that can deliver the task they are given.

Mr. Achoch spoke about “Results for Kenya Initiative” which he stated is designed to “turn Kenya into a working nation” using a results-based management approach.

He outlined the public sector reform initiative in Kenya, which was awarded the United Nations Public Service Award in 2007. This initiative is centered on results-based management practices (both individual and organizational performance) and is aimed at putting citizens at the heart of policy and service delivery. It includes service delivery targets and service charters, citizen feedback mechanisms and public sector performance contracts.



He spoke about the “Rapid Results Approach” which involves delivering improved services through a series of results oriented small scale initiatives designed to build momentum for change. And he explained the 4P’s and 4 E’s of service delivery—patriotic, passionate, professional, paced - efficient, effective, ethical and equitable.

He noted the challenges faced by the reform initiative, including resistance to change, entrenched interests and lack of systems and infrastructure and highlighted the importance political support, the involvement and support of public sector managers and employees, and positive citizen feedback as keys to success.

In closing, he spoke about the importance of transformative leadership to the initiative’s success, noting that the directions set by leaders in the public sector “touch lives in ways we cannot ignore”.

In the course of discussion, the following themes emerged:

- Improving performance is about making a clear statement about what you will deliver and then delivering on it. But there are risks if you promise more than you can deliver.
- Improving performance can contribute to rebuilding trust and public confidence in government.
- It is important that elected officials and public servants move in the same direction. Reform efforts must have support from Cabinet and be driven by the public service.
- Public servants need to be prepared to serve at a high standard. Training and reform must go hand in hand.
- While reform is a continuous process, one participant expressed concern about the possibility of too much turbulence and “reform fatigue”.

Session 3(a): Civic Engagement in Public Policy Formulation and Implementation

Public administration is about providing goods and services efficiently and effectively in the public interest. If the public interest is to be served, the issue is whether civic engagement in public formulation and implementation is essential and whether engagement will lead to better governance.

Chair and Speakers:

- Mr. Paul Zahra, Permanent Secretary (Policy), Office of the Prime Minister, Malta
- Dr. Samy Watson, Executive Director for Canada, Ireland and the Caribbean, World Bank
- Dr. Adil Khan, Former Chief, Socio-Economic Governance and Management Branch, United Nations

Overview of Session:

Mr. Zahra opened the session noting that the focus would be on whether civil society can add value to the development, implementation and performance of public administration. How can public governance be improved? What is the role of civil society? And how can the involvement of civil society be assured?

Dr. Khan noted that, as opposed to corporate governance which aims at maximizing profit, public governance aims at ensuring that public institutions and processes incorporate public concerns and deliver maximum public welfare. He suggested that ‘public’ is missing in most public governance systems and they are failing to achieve what is expected of them. He stated that a private sector culture cannot deliver a public sector result.

He outlined his views on public governance and an engaged governance framework and noted that civic engagement initiatives are emerging in policy making (national economic and social councils), budgeting service delivery and public accountability (participatory

audit). He referred participants to the United Nations, World Public Sector Report 2008, *People Matter, Civic Engagement in Public Governance* for more information.

He noted that civic engagement has the capacity to, among other things, deepen democracy, enhance citizenship, build trust in government, enhance public accountability, reduce corruption, and improve service delivery. He stated that capacity building of both government and civil society organizations is key to success and talked about how engagement should be looked at as a process.

He concluded by noting that the way an organization's behaviour changes when it practices engagement. The question is not whether participation is the way of the future but how it will be done.

Dr. Watson began by noting the two key roles of a public servant:

- To give fearless advice on policy matters
- To deliver the best service to citizens

He suggested that engagement is important because on policy matters “you don't want to give fearless advice that is wrong” and on service delivery, you need to understand what citizens need. He suggested that a representative government populated by professional politicians and civil servants, relying on their own resources and authority is no longer sufficient to serve the public interest.

He challenged the notion that policy issues are more complex than in the past, suggesting instead that policy issues have always been complex, but with modern information and communications technologies, we are now better able to see the linkages between policy issues. He spoke of the need for government to “engage itself” (engagement among ministries) as well as others on policy issues.

He suggested that engagement is part of a spectrum that runs from informing, to consulting, to engaging, to collaborating, to empowering (i.e. giving direct authority

to citizens). He suggested that consultation often creates more cynicism than anything else because often after consulting you go and do something else.

He noted that trust remains an issue and that engagement can be a challenge when there is a lack of trust. He cautioned that you can't assume trust, it has to be earned.

He then spoke about why civic engagement is essential in public policy formulation:

- To cultivate understanding and build public trust by gaining acceptance of policies
- To reduce the cost of services
- To harness the wisdom of crowds thus leading to better and longer lasting policy choices.
- To create a sense of ownership.

He concluded with guiding principles for deliberative engagement:

- Establish a common sense of purpose—develop a shared understanding of the problem
- Provide information that plainly highlights the public's priorities (put all diverse issues on the table)
- Offer an unbiased framing of the policy issue (helps build trust)
- Involve everybody (be reflective of the community)
- Facilitate quality discussion in a safe environment with mutually agreed guidelines
- Promote on-going involvement (public policy development is an iterative process)
- Ensure the rules of engagement are clear and understood.

In the course of discussion the following main points were raised:

- There can be challenges in improving governance without increasing government. Civil society could play a role. Government should play a facilitator role, and keep the dialogue open and continuous.



- There can be challenges in defining the role of the civil servant versus the role of the politician when you launch an engagement process.
- Different nations face different circumstances and are at different stages in the use of engagement processes. Every country must design engagement processes in their own context.
- Difficulties can arise in identifying who the stakeholders are. This can be addressed by letting them identify themselves. If you have an honest and fair process the demand will be there.
- Citizens should be involved in designing the engagement process; they must be a part of it.

Session 3(b): Small Size, Dependency and Vulnerability: Managing the Issues and Turning the Weaknesses and Threats into Strengths

Thirty-two of the Commonwealth's 53 member countries are small states. These nations have often been susceptible to greater economic, political and environmental challenges. Speakers in this session explored the unique context of building institutional capacity in small states and the lessons of turning weaknesses into strengths.

Chair and Speakers:

- Mr. Alexander John Stanley, Acting Chief Executive Officer, Public Service Commission, Samoa (Chair)
- Mr. Peter Gough, Deputy Head of the Civil Service, Cayman Islands
- Dr. Timothy Shaw, Professor and Director, Institute of International Relations, University of West Indies, Trinidad & Tobago

Overview of Session:

Mr. Stanley opened the session noting that it would focus on the challenges and opportunities associated with building institutional capacity in small states.

Mr. Gough provided an overview of public sector reform in the Cayman Islands. He noted that interest in public sector reform dated back to the early 1990s, and that, while some progress was made, by 1998 much of the improvements were surface changes.

The Cayman Islands then changed direction from a control-based approach to a behavioural and performance/results-based approach. The reform initiative, which was modeled on the New Zealand New Public Management approach, was top down, holistic and integrated. Reform was designed by civil servants based on detailed diagnosis, had high level political support and was underpinned by legislation. He reviewed the main feature of the Cayman Islands reform initiatives, which included financial reform, personnel reform, public authorities' reform and civil service reform.

He indicated that the Cayman Islands had abolished its Public Service Commission in order to give more authority and responsibility to permanent secretaries. He also noted the important role played by the Cayman Islands Civil Service College in providing competency-based training and applied research and advisory services for continuous improvement, enhanced job performance and career development.

Among the success factors, Mr. Gough noted the need for political support and a legislative underpinning, the need to pace implementation realistically and implement in stages, a focus on training (e.g. helping administrators to become leaders and managers), the importance of communications, creating a willingness to change, achieving buy-in (e.g. get those who will manage the new system involved in implementing it) and the need to attract younger civil servants.

Dr. Shaw spoke about the issues of Island governance and turning weaknesses into strengths.

In his presentation he flagged a number of issues for consideration, including the following:

- The mantra of small states is evolving from ‘vulnerability’ to ‘resilience’: Is it sustainable? Is vulnerability inherent or induced? Do vulnerability and resilience fluctuate over time?
- Is ‘smallness’ relative and psychological rather than physical or structural?
- Will ‘new’ technologies allow for novel strategies, such as service industries, from finance to cruise ships;
- A variety of non-independent territories have survived and are relatively successful: Why? Are success stories like Singapore & Bermuda models or exceptions?

In the course of discussion the following main points arose:

- Financial and personnel reform go together. It is difficult to have reform without a bottom line.
- It is important to have performance indicators for reform to succeed.
- Customer service and a focus on process reengineering were key points in Cayman Islands reform efforts.
- There was no history of trade union issues in the Cayman Island reform effort. Monthly meetings were held with the trade unions. While young public servants responded favourably, older public servants were concerned about security.

Session 3(c): Placing People at the Centre of Development: Strategic Considerations for Public Administration Managers

Enhancing the well-being of citizens is central to national development strategies and to the operation of government. In a world that is growing more interconnected and diverse, issues of diversity and protection of individual rights and freedoms are of increasing concern. This session addressed some of the

social issues of the 21st century and the strategies for addressing them.

Chair and Speakers:

- Ms. Marie Shroff, Privacy Commissioner, Office of the Privacy Commissioner, New Zealand (Chair)
- Senator the Honourable Charlotte Elizabeth Theresa Tessa Mangal, Minister in the Office of the Prime Minister, St. Lucia

Overview of Session:

Ms. Shroff, expressed regret at the absence of one presenter (Mr. P. K. Jha from India). She encouraged participants to be involved through their questions and comments on the issues at hand as the discussion session commences.

Senator Mangal began her presentation with the claim that “some people seem to have hijacked the system and thrown out our people centered ideology, creating a bureaucratic monstrosity”. She said there is a need to get back to a people centered ideology in conjunction with a human dignity ideology.

She spoke of the need to negotiate and secure excellent services for the benefit of citizens. She stated that the public service needs to become more people and service centered rather than command centered. The person should be more important than the procedure. A people centered public service ideology and culture is a requirement for achieving service delivery excellence.

She spoke of the need for training and retraining, for exposure to modern governance and management practices and of the need to encourage public service employees to embrace positive change and to participate in shaping the new people centered ideology.

To be successful, change must be driven by a strong political will, people-centered policies, a robust but responsive administrative structure, vigilant management and supervisors, and empowered, ethical and efficient



employees along with an effective rewards and punishment mechanism. There should be no excuse for employees receiving a salary and not producing or performing the tasks adequately for which they receive a salary. There should be a focus on merit not seniority, on performance and results not on control and compliance with outdated rules. Annual award ceremonies can be used as motivators for increasing the level of productivity within the public service.

She concluded by noting that an efficient public service is necessary for sustainable development and that both the government and the employees have a role to play—the government to ensure to invest in employee training, development and incentive programs that are guided by clear performance criteria and employees to take personal responsibility for the success of the system and ensure quality of service to people.

Ms. Shroff, noting that she had served New Zealand as Secretary to the Cabinet for sixteen years in addition to her present role as Privacy Commissioner, shared that ministers were often frustrated by the public service's failure to deliver and often expressed the feeling that the public service existed for its own sake. This breadth of experience has helped her identify several social issues challenging the public service today. These include more demanding citizens, who are more informed, aware, representing a greater age range, and special groups (ethnic/indigenous, physically challenged); globalization (e.g., Google storing all searches); and population pressures, especially in terms of the number of people who are aging.

She also stated that a services centered government has its bad side. She noted that in order to meet the demands for more efficient service delivery, centralization of information, where the government will know more about individuals, is required. A citizen backlash is beginning as governments collect more and more information. Thus, delivery of services with respect and offering citizens the choice on sharing their information is key. This

conference offers participants a chance to learn from those who are further down the road.

Some details of the “Public Satisfaction with Service Quality 2007: The Kiwis Count Survey” report (<http://www.ssc.govt.nz/display/document.asp?docid=6554>) was shared with participants and generated a lot of interest. It was noted that this study was followed by a survey of public servants themselves which resulted in an Integrated Service Response initiative.

In the course of discussion, the following main points were raised.

- One participant said that rules and procedures should not be called monstrosities. They just guide and govern the actions of public servants. For services to be adequately performed and delivered there must be proper a controlling authority at different levels throughout the system.
- Public servants should be paid adequately for the hard work they do. However, they must accept responsibility, salary should come with performance.
- Monopoly agencies have a huge responsibility to deliver quality services but monopoly status can lead to complacency. In this situation, the department must constantly examine quality of service it is providing.
- One participant questioned whether values such as trust and participation are shaping our departments/ ministries instead of purpose of work, teamwork and delegation of authority. The speakers responded that public servants will be motivated by good leaders, setting a good example and thus will be inspired to deliver quality results through good performance.
- Mentorship and succession planning are important to the provision of quality services from the public sector.

Conference Closing: Learning From Experience and Exchange

Speakers:

- David Waung, Executive Director/CEO, CAPAM
- Dr. Ian Macdonald, Professor Emeritus of Policy, York University
- Professor Dr. Khairuddin Ab Hamid, Vice Chancellor, University Malaysia Sarawak

Summary:

Mr. Waung introduced the Gordon Draper Award to the conference delegates (see Appendix 3).

Dr. Macdonald spoke about Mr. Draper's tremendous contribution to public administration and to the creation of CAPAM, having served as CAPAM's first President.

Dr. Khairuddin Ab Habid provided an update on his project, "eBario", winner of the 2006 CAPAM International Innovation Award.

Mr. Waung discussed the CAPAM journey and encouraged input from members as to how CAPAM could serve them better. He then outlined the focus of CAPAM for the next period, including three main focus areas:

- Excellence in citizen service delivery
- Excellence in public service governance
- Strengthening leadership and human resource capacity building

He indicated that CAPAM would deliver the following types of programmes, services and initiatives to members:

- Pan-Commonwealth and thematic conferences
- Learning programmes
- Expert workshops
- Senior leaders forums
- Innovations Newsletter (which is evolving into a journal)
- Online E-library
- Public Service Training and Development Institute Network

- In the course of discussion a number of programming ideas were put forward from the floor:
- A focus on policy issues that are affecting good governance around the world (e.g. climate change, migration of workers across national borders)
- Remove senior leaders forums from the public administration silo and look at other policy areas
- Find ways to involve young public servants in CAPAM programmes
- Extend the reach of CAPAM programmes to line departments
- Explore ways to bridge the academic-practitioner worlds

Mr. Waung closed by thanking the participants, the Government of Barbados and the conference team, the speakers, panelists and presenters, the sponsors and CAPAM staff.

President's Banquet

The President's Banquet marked the official closing of the 2008 CAPAM Biennial conference and the opening of the Commonwealth Secretariat's Minister's Forum.

The evening reception and dinner was hosted by the Government of Barbados and featured the presentation of the 2008 CAPAM International Innovations Awards, the inaugural Gordon Draper Award and other speakers. CAPAM was pleased to welcome the Prime Minister of Barbados, The Honourable David Thompson, an honoured guest of the evening.



APPENDIX 1

Pre-conference Workshop: Vulnerability of Small Island Developing States

The pre-conference workshop examined the role of public service management in the context of issues faced by small island developing states. It examined the models of governance for small states and featured two parallel discussions: climate change, coastal and marine issues; and sustainable tourism and development.

Facilitators:

- Dr. Jeannine Comma, Chief Executive Officer, Director, Cave Hill School of Business, University of West Indies, Barbados
- Dr. Edward Warrington, Professor, University of Malta

Speakers:

- The Honourable Christopher P. Sinckler, M.P. Minister of Foreign Affairs, Foreign Trade and International Business, Barbados
- Dr. Basil Springer, Barbados
- Roberto Panzardi, Senior Public Sector Specialist, World Bank

Workshop Summary:

Dr. Comma welcomed participants to the workshop and introduced the keynote speaker, the Honourable Christopher P. Sinckler.

Minister Sinckler noted that the workshop was timely in that the subject has attracted the attention of many levels of governments and agencies around the world. Successive Barbados governments have invested much time and resources attempting to sensitize the international community about the difficulties and constraints which small developing countries face in a rapidly-changing and integrated world.

Minister Sinckler enumerated several special development challenges as highlighted in the report of the Joint World Bank/Commonwealth Secretariat and the World Bank Task Force on Small States in April 2000.

- A lack of diversification in production and exports due to our small domestic markets;
- Susceptibility to natural disasters such as hurricanes, drought, and volcanoes;
- A high degree of openness;
- A great degree of difficulty in accessing capital on the international market;
- Limited institutional capacity;
- Lack of opportunities for developing economies of scale due to the small size of the populations of these countries.

He concluded his remarks by emphasizing that Caribbean countries need to act now in order to stake their claim in the global economy as the opportunity may not arise again.

Models of Governance

The workshop then turned to the issue of governance models for island and small states. Participants heard from Dr. Edward Warrington, who spoke about his research on the governance of islands. He described the diversity of governance systems and patterns among islands, suggesting seven patterns based on island history and political economy. He spoke about how these different governance systems can be put to the service of small state development.

Dr. Warrington suggested that rather than emphasizing constraints, different island governance systems can be viewed as laboratories to explore opportunities for success.

Mr. Panzardi addressed the issue of civil service reform in small states. He spoke about the key role of the senior public servant to human resource reform and about the importance of strong civil service commissions and strong performance based measurement systems. He noted the three critical jobs of senior officials (managing the political-administrative interface, managing the department and helping manage the public service).



He concluded with the following points, describing the need to:

- Support additional reform efforts related to Public Service Commissions;
- Support efforts targeted at reform of the senior civil service;
- Pilot performance informed management systems for the civil service
- Address special issues of small states as well as generic issues.

This discussion focused on the importance of efficient and effective public sector institutions, the metrics for measuring success in the public sector context and the importance of people rather than structures as a key to enabling public sector institutions to deliver effective governance.

Trade and Sustainable Tourism

The session then turned to a discussion of trade and sustainable tourism. Dr. Comma noted how the current global financial situation is impacting small states and creating a need to rethink how small states will succeed in the face of unprecedented global turmoil.

Dr. Springer discussed the concept of sustainable tourism from the experience of the Barbados Tourism Authority. He also outlined a number of other potential sustainable trade opportunities, including sustainable agriculture. He outlined the CBET shepherding model, which brings the public and private sectors together to promote economic growth and develop new enterprises.

Discussion centered on the importance of creativity, the concept of a cluster approach to development (e.g. tourism development supporting agricultural development), the advantages and disadvantages of public-private partnerships and the need for effective performance management systems in the public sector.

Conclusion:

In the words of Dr. Warrington, the issues around the vulnerability of small island states are not simple. In his summary, he noted that five distinct voices had emerged in the course of the workshop:

- That of the policy maker, who must balance competing interests: urgency to act versus the inevitable constraints, the need to compromise and to preserve stability;
- That of the public servants who are frustrated by rigid systems as they struggle to measure up to the demands made by their clients, being the general public, politicians or business;
- That of multilateral institutions who seek to promote excellence, support harmonization, and foster learning;
- That of academia who examine cause and effect, and is concerned with cultures as well as institutions; and, finally,
- That of economists and consultants who are looking for incentives for development, creativity, and sustaining activity.

He noted how the discussion had moved from a discussion of problems and issues to a discussion of the opportunities and success stories and to recognition that good governance is not just about government and public sector institutions but also about markets and civil society.

APPENDIX 2

Adjudicated Papers Session

The Adjudicated papers session paired two critical issues papers from broader theoretical applications with corresponding case analysis papers that examines experiences and strategies in a particular context.

Chair: Margaret Saner, Deputy Director for Public Service Learning and Development, National School of Government, United Kingdom

Speaker: Mr. Mark MacDonald, Global Executive, KPMG

Dr. MacDonald provided an overview of his book on public service performance management, *Holy Grail or Achievable Quest*, which covers:

- The challenges of performance management
- Case studies in performance management
- Thoughts for the future—how best to advance the successful implementation of performance management

Session 1: Small States and Institutional Reform: The Caribbean Experience

Institutional Strengthening and Reform in the Public Service, Lessons From the Experience of Small Caribbean States—Dr. Deryck R. Brown, Head, Technical Cooperation and Strategic Response Group, Commonwealth Secretariat

Dr. Brown spoke about his work on institutional strengthening and reform and lessons from the experience of small Caribbean states. He covered what institutions are, why they are important and how to build capacity. He identified the constraints of small states and outlined lessons learned for institutional development, which includes the need for “true believers” in the value of good governance the need for strong institutions, the need for a coherent strategic framework that is owned by the country, the need for realistic targets, objectives and timeframes and the need to pay attention to local conditions. He cautioned about the need to watch your approach to training and that “counterparting” does not work.

Public Sector Reform in Jamaica, The long and Winding Road—Dr. Ivanhoe Cruickshank, Professor, University of West Indies, Jamaica

Dr. Cruickshank presented his work on public sector reform in Jamaica. He reviewed the Jamaican reform experience and drivers of reform. He talked about the new Public Management rationale and expected outcomes and looked at the evidence of a New Public Management approach in the Jamaican reform effort. He suggested that while reform has not been entirely successful when looked at through a New Public Management lens, the jury is still out and there are positive signs with more recent reform initiatives.

Session 2: Service Delivery and Institutional Reform: The South African Experience

Improving the Delivery of Public Services—Dr. Anne McLennan, Director, University of the Witwatersrand, South Africa

Dr. McLennan spoke about her work on mechanisms for improving service delivery and the particular challenges in a South African context. Her paper identifies three broad approaches to service delivery in South Africa that emerged in different periods since 1994 and continue to co-exist. Her paper reviews the significant, though sometimes uneven improvements that have occurred. She suggests that the challenge is about putting people, and not regulatory processes first. Success requires recognition that improvement is a political process as well as a technical process and that it is actually about people and citizens. Putting people first requires strong, ethical and capable institutional leadership to push boundaries and move beyond policy and planning to action.

Re-engineering Local Government, Lessons from the South—Dr. Chris Thornhill, Professor, University of Pretoria, South Africa

Dr. Thornhill presented his work on the re-engineering of local government in South Africa. He noted that



major re-engineering of local government in South Africa commenced in 1998 with the establishment of comprehensive municipalities with extensive functions covering the total geographic area of the country. His paper traces the stages in the development of the new system of local government and administration in South Africa and addresses the political administrative interface to explain the implications of democracy on the operations of municipalities. The challenges and prospects of the current system also receive attention in an effort to assist other countries to transform their systems of local government and administration. Dr. Thornhill concluded with an overview of lessons learned, which included the importance of financial viability, the need for clarity of roles, the importance of consultation, and the need to build employee capacity and management expertise.

APPENDIX 3

CAPAM Award Presentations

Gordon Draper Award

The Gordon Draper Award recognizes an individual who has demonstrated leadership excellence and has contributed to the continuous advancement of public administration and public management in the Commonwealth. The award honours the legacy of Gordon Draper, the inaugural President of CAPAM.

2008 Gordon Draper Award Winner: Professor Adebayo Adedeji

Professor Adedeji was appointed United Nations Assistant Secretary General and Executive Secretary of the UN Economic Commission for Africa in Addis Ababa in June 1975 and was promoted to the rank of United Nations Under-Secretary in January 1978, a position he held until July 1991. He then returned to his native country, Nigeria, after 16 years of international service where he continued his contributions to public service administration and management.

CAPAM congratulates Professor Adedeji.

Screening Committee Members: All nominees were screened by a steering committee including:

- Tony Dean, Secretary of the Cabinet and Head of the Public Service, Ontario, Canada
- Denis Ives, Consultant, Denis Ives and Associates, Australia
- Job Mokgoro, Managing Director, ECI, Africa
- Jacqueline Wilson, Director, Governance and Institutional Development Division, Commonwealth Secretariat

CAPAM thanks the committee for their contribution.

CAPAM International Innovation Award Presentations

The theme of the 2008 CAPAM Innovation Awards Programme was “Citizen Engagement and Service Delivery.” The CAPAM Innovations Awards recognizes

achievements in service delivery and governance excellence.

Gold Medal Winner: *Traveller’s Road Information Portal (TRiP)*, Ministry of Transportation, Ontario, Canada

Silver Medal Winner: *The Speaking Books*, The South African Anxiety Group, South Africa

Bronze Medal Winner: *Local to Global*, Giatmara Malaysia, Malaysia

Finalists:

Mobile Government, Development Authority of Singapore & Ministry of Finance, Singapore

Citizen Centric Approach for Making Safe Motherhood a Right for Every Woman, Government of Madhya Pradesh, India

Jan Seva Kendra, District Collectorate, Gandhinager, Gujarat, India

my CPF: Bridging the Digital Divide, Central Provident Fund Board, Singapore

Bio-Digester—An Innovation for Organic Farming, State of Karnataka, India

Huduma Bora Ni haki Yako (Quality Service is a Citizen’s Right), Public Reforms and Performance Contracting, Kenya

Our Future Mississauga: Be Part of the Conversation, City of Mississauga, Canada

CAPAM congratulates the medal winners and finalists.

Jury: All submissions were judged by a jury of esteemed public service leaders. For the 2008 Awards, the jury members were:

- The Honourable Noellie Alexander, High Commissioner to South Africa, Seychelles (Chair)
- Irene Stubbs, Deputy High Commissioner, High Commission for the Commonwealth of the Bahamas
- Wayne Wouters, Secretary to the Treasury Board, Canada



- D.V. Singh, Additional Secretary, Department of Administrative Reforms and Public Grievances, India
- Dr. Carlton Davis, Cabinet Secretary, Jamaica
- Richard Ndubai, Permanent Secretary, Public Reforms and Performance Contracting, Kenya
- Dato Normah Md Yusof, Director General, Prime Minister's Office, MAMPU, Malaysia
- Leith Comer, Chief Executive, Te Puni Kokiri, Ministry of Maori Development, New Zealand
- Mr. John Alexander Stanley, Acting Chief Executive Officer of the Public Service Commission, Samoa
- Joseph Rugumyameho, former Permanent Secretary of the Civil Service Department, Tanzania

CAPAM thanks the jury members for their contribution.

CAPAM would like to acknowledge the financial support for the 2008 CAPAM International Innovations Awards funded by the Canadian International Development Agency (CIDA) through the Good Governance Programme and managed by the Institute of Public Administration Canada (IPAC.)



Canadian
International
Development
Agency

Agence
canadienne de
développement
international

Canada



APPENDIX 4

Learning Journeys

Under the theme 'Small Island, Big Dreams' CAPAM conference delegates had an opportunity to visit four sites in Barbados that represent the success the island has had in working together to achieve common goals.

Cricket: The focus of this journey was on how the new cricket facilities were prepared for the 2007 World Cup and included a visit to the Kensington Oval. Delegates also learned the history of the sport and how it has evolved in Barbados.

Steel Pan: This journey introduced delegates to the history of this amazing musical instrument. The steel pan originated in the Caribbean Island of Trinidad. The stories begin in the 1930's when African descendents started beating out rhythms and harmonies on pieces of metal.

St. Nicholas Abbey: This journey introduced delegates to the history of this working sugar plantation. St. Nicholas Abbey is located in the Parish of St. Peter and was built in 1660. The estate features a historical residence and old sugar factory set in 225 acres of sugar cane.

Concorde: In this learning journey, delegates visited the British Airways Concorde G-BOAE (Alpha Echo for short). Alpha Echo made its final home in Barbados after the country successfully won the bid to offer this unique experience.

APPENDIX 5

Post Conference Workshop: Unique Challenges Facing Africa

The post conference workshop focused on the unique challenges in governance and administration in the 21st Century facing Africa: issues, trends and options.

Chair and Speakers:

- Mrs. Geraldine Fraser-Moleketi (Welcoming Speaker)
- Professor Jerry O. Kuye (Chair)
- Dr. Edwin Ijeoma
- Dr. Petrus Brynard
- Dr. Chris Thornhill
- Dr. Hilton Fisher

Workshop Summary:

Mrs. Fraser-Moleketi welcomed participants and raised four priority issues:

- The need to strengthen African public administration institutions
- The importance of African ownership of reform initiatives
- The need for a contextualized understanding of the challenges, impediments and success factors
- The importance of developing Africa's own centres of excellence
- Professor Kuye noted that there are important regional issues that need to be given attention at CAPAM conferences.

Dr. Ijeoma spoke about the need for Africa to develop its own development agenda and to own the process for African development. He indicated that there is a need to strengthen African public administration institutions to support African development and deal with emerging challenges.

Professor Brynard spoke about the importance of interaction and continuous engagement for successful policy implementation. He highlighted the importance of involving civil society organizations and networks in policy development and implementation. He also noted that

there is an issue of communications (language, cultural and literacy) that needs to be addressed.

Professor Thornhill noted that, in a global environment, it is important for public officials to be aware of what is happening in other countries. He stated that it is important to know what is happening in other countries that will affect your country so that you can react and deal with external pressures and challenges in an appropriate way. He highlighted the importance of sharing information and experiences with others.

Dr. Fisher spoke about the critical role that information and communications technology can play in helping African countries move forward with development and ensure that the benefits of globalization are broadly shared. He discussed the need to develop both the infrastructure as well as African content. He highlighted the need for African solutions to African problems.

The open discussion focused on where Africa has come from, where it is going and why. The importance of coming together to speak with one voice, the need for a unified African agenda, the importance of strong leadership and the importance of competent public sector institutions were noted.



