



**REPUBLIC OF ZAMBIA**

**CABINET OFFICE**

**STRATEGY FOR THE PUBLIC SERVICE  
TRANSFORMATION PROGRAMME FOR  
IMPROVED SERVICE DELIVERY  
2013-2018**

**Coordinated by:  
Public Service Management Secretariat  
Management Development Division**

**March 2012**

## **1.0 INTRODUCTION**

This document outlines Government's Strategy for the Public Service Transformation Programme covering the period 2013 - 2017. The purpose of the programme is to transform the Public Service into a responsive, service oriented and accountable institution. The programme will build on the successes and lessons learnt from the Public Service Management Reform Component of the Public Service Reform Programme (PSRP) implemented over the last decade.

## **2.0 BACKGROUND**

The Public Service plays a key role in facilitating national development. In recognizing the challenges the Public Service was facing in executing its mandate, the Government introduced the PSRP in 1993 whose aim was to improve quality, delivery, efficiency, and cost effectiveness of public services.

In its continued pursuit of the goal of the PSRP, Government designed and implemented the Public Service Capacity Building Project (PSCAP) from 2000 – 2005. The aim of PSCAP was to build institutional and human capacity for quality public service delivery. Under PSCAP, the Medium Term Pay Reform Strategy (MTPRS) and Medium Term Expenditure Frame (MTEF) were developed and adopted; and the Payroll Management and Establishment Control (PMEC) was designed and implemented. In addition a number of system wide measures aimed at improving service delivery were developed and adopted.

In 2005, Government decided to re-organize the implementation of the PSRP into three distinct components to allow for enhanced focus and speedy implementation of the reform measures. The three components were: Public Service Management; Public Expenditure Management and Financial Accountability; and Decentralization.

### **2.1 Recent interventions and impact**

The Public Service Management (PSM) component was implemented from June 2006 to June 2012. The overall goal of the PSM was to enhance the delivery of services to the people of Zambia and to create an appropriate institutional environment for reducing poverty. The PSM Component focused on the effective management of the people employed in the Public Service in order to improve their performance and that of the Ministries and institutions for which they work.

The following are the key interventions and achievements under the PS component:

**i. Pay Reforms**

In 2005, Government planned to implement measures which would ensure that: Employee remuneration is related to the job and performance; the Public Service is able to attract and retain essential, technical, professional and managerial staff; pay arrangements support and re-enforce improved service delivery; and increases in pay levels are consistent with resource envelope.

Under this sub component, a Comprehensive Pay Policy was developed, adopted and an Interim Secretariat was established to spearhead its implementation. A draft Bill for the establishment of the Public Service Remuneration Board was prepared. In addition, a new and more rational grade and salary structure was developed following a job evaluation exercise. Further, a Strategic Business Plan for the Public Service Pensions Fund (PSPF) was developed to address the financial difficulties in the payment of pension benefits. However, implementation has not commenced due to the following:

- Need for policy and legal amendments to existing legislation
- Need for Cabinet approval on the reopening of the scheme to new Public Service entrants

As a result, the Public Service Pensions Fund (PSPF) has continued to face financial challenges which have adversely affected the quality and timely provision of pension services.

**ii. Payroll Management and Establishment Control**

Government's objective on Payroll Management and Establishment Control (PMEC) was to ensure that personal emoluments and establishments for the Public Service are effectively managed and maintained at approved levels. The achievements include: the rolling out of the PMEC system to all the provincial centres, which led to reduced costs for managing the payroll; the integrity of the system improved significantly, leading to K100billion saving per annum; and the PMEC system was upgraded and the users were trained.

**iii. Right Sizing**

Government's objective on right sizing was to ensure that all Government ministries and institutions have staffing complements which are appropriate to their agreed mandates and affordable in relation to their medium term expenditure ceiling. With PSM support, a new and comprehensive approach to restructuring the Public Service, known as the Institutional Assessment

and Organization Development (IA/OD) Approach was developed, adopted and piloted in three Ministries.

In addition, proposed organization structures for City, Municipal and District Councils in line with the National Decentralization Policy were developed and financial implications for implementing these proposed structures were determined.

Further, HIV/AIDS and Gender Mainstreaming strategies in the Public Service were developed and launched.

**iv. Service Delivery Improvement Initiatives**

Government's objective was to ensure that all ministries and institutions are managing performance effectively within an agreed framework of planned objectives and standards, and are taking action to improve their capacity to deliver better services. To this end, systems to improve performance in the Public Service were developed and implemented. These included the development and institutionalization of Service Delivery Charters in four Ministries/Institutions, the revision and piloting of the Public Service Performance Management Strategy as well as re-engineering of work processes in four (4) ministries. In addition, the Code of Ethics for the Public Service was developed while the Government Office Instructions were reviewed and issued.

Eighteen (18) innovative projects aimed at achieving quick improvements in the delivery of public services were implemented with a number of them recording recognizable success. These included; an integrated mobile Voluntary Counseling and Testing and other health services in the health sector, which was recognized by the United Nations (UN) and won the prestigious United Nations Public Service Award for improved public service delivery in 2008; the Mobile Court Initiative under the Judiciary which was recognized by the African Association for Public Administration and Management (AAPAM) and won a trophy for Innovative Public Service Management; and the Integrated Municipal Systems for Service Delivery implemented by Mazabuka Municipal Council which won a National Award for Environmentally Sound Solid Waste Management.

**2.2 Current Status**

Notwithstanding the achievements mentioned in the preceding paragraphs, the Public Service still faces numerous challenges in the following areas that have compromised provision of quality services to the public:

### **2.2.1 Structures**

Currently there are inappropriate structures for decentralized service delivery especially at the Provincial and District Administration levels. This is compounded by excessive centralization of decision making relating to resource allocation and human resource management. Further the obtaining structures, which provide dual reporting relationships, technically through ministerial Permanent Secretaries and administratively through the Provincial Permanent Secretary, have continued to impede effective service provision and development at Provincial and District levels.

### **2.2.2 Staff**

The Public Service has continued to experience challenges in the management of staff. Notable problems include:

- i. Inequitable distribution of staff skewed unfavorably towards the rural areas. An example is in the education sector, where in some cases the teacher pupil ratio stands at 1 to 85 instead of the national ratio of 1 to 45. This challenge adversely affects service delivery in rural areas such that in some cases teachers combine two or more classes at a given time. In addition, some schools are run by unqualified teachers. Similarly, this challenge is prevalent in the health sector where some health centres are manned by under qualified staff. The skewed distribution which partially arises from inequitable treatment of the public service employees between those working in rural areas and those in urban areas makes it less attractive to work in rural areas.
- ii. Poor salaries and conditions of service coupled with distortions in the salary grades have resulted in failure to attract technical and professional staff in the Public Service thus, undermining its capacity to effectively deliver public services. This has been compounded by the brain drain. Service delivery has also been adversely affected by a demotivated workforce, low utilisation of the Annual Performance Appraisal System, lack of transparency in appointments and lack of a conducive working environment. Further, the lack of elaborate career progression paths, especially for employees working in rural areas leads to undeserving of the rural areas as most qualified and technical staff prefer to work in urban areas where there are more opportunities for promotions and other benefits.

### **2.2.3 Skills**

The Public Service has inadequate specialised skills, particularly at management level in terms of analytical, problem solving and strategic management as well as technical level skills such as legislative drafting and customer care. This is affecting decision making, implementation of programmes and ultimately, the quality of

service delivery. This is compounded by lack of a human resource competence framework to guide critical human resource processes including recruitment and training.

#### **2.2.4 Systems**

The operational systems and processes for service provision used in the public service are in some cases inadequate, ineffective, cumbersome, out dated, manual based, and/or not integrated. Such systems and processes include:

i. **Performance Management Systems (PMS);**

Performance Management System has not been effectively implemented due to lack of an institutional framework and effective rewards and sanctions. In addition, the approach to managing programmes places more emphasis on inputs and routine activities rather than on outcomes and innovations. This has led to duplication of efforts, waste of resources and unfocused programme implementation; a situation which has adversely affected quality service delivery. The situation has been worsened by lack of accountability systems, such as, performance contracts coupled with poor institutional memory caused by frequent changes of key personnel.

ii. **Human Resource Development/Induction/Orientation System**

There is inadequate induction and a competence based training system in the Public Service.

iii. **Work processes**

Work processes have too many decision making points, excessive requirements for supporting documents and are excessively centralized.

iv. **Records Management System**

Records management systems are poor and manual based which results in delayed decision making.

v. **Monitoring and Evaluation**

There is no comprehensive and integrated M and E system, resulting in poor coordination, implementation and assessment of programme implementation.

#### **2.2.5 Strategy**

In most cases, strategy/ plans are developed to attract funding and not aimed at achieving an institution's vision and peoples' aspirations. In addition, there are inadequate linkages between the national, regional, sectoral and institutional plans leading to duplication of efforts and ineffective use of resources. Furthermore, political leadership is remotely involved in strategy formulation and this has a negative bearing on the overall strategy formulation and implementation.

### **2.2.6 Shared Values**

At present, the culture and behavior of the Public Service is poor in terms of: attitude towards work and clients; commitment to job completion; time keeping; and performance and quality of public services offered. In addition, moonlighting; incentive seeking behaviour and generally non-compliance to rules and regulations characterise the culture and behaviour of the Public Service workers. This situation has partly ensued due to non-internalisation and enforcement of the Code of Ethics for the Public Service. In addition, the Code of Ethics has not been integrated with the Public Service Performance Management System. Further, some leaders do not inspire their subordinates because they do not show exemplary behaviour.

This has culminated into poor programme implementation, monitoring and evaluation much to the dissatisfaction of the citizenry.

### **2.2.7 Style of Management**

The style of management in the Public Service is mostly laissez-faire. Management in most cases does not focus on the core business of the ministry or institution, leading to poor implementation of programmes and policies. In most cases well-meaning programmes and policies are developed and approved but are either partially or never implemented. For example, the National Decentralization Policy which was developed and approved in November 2002 has since not been fully implemented. Further, the aforementioned, is made worse by the lack of prioritization of programmes, a focus on routine as opposed to strategic issues and results and failure to reward good performance or enforce sanctions for poor performance.

These have culminated into weak organisational and functional leadership.

## **2.3 Key Areas of Concern**

Arising from the analysis of the prevailing situation, the following key areas of concern have been identified:

### **2.3.1 Lack of transformational and visionary leadership**

Generally, organizational and functional leadership in the Public Service does not exhibit transformational and visionary traits. In this regard, the leaders do not inspire, influence staff and drive change. This is evidenced by poor implementation of policies and programmes.

### **2.3.2 Poor work culture**

The poor work culture in the Public Service is manifested in: the lack of customer focus; misplacement of documents; non-adherence to work standards; poor attitudes towards work and clients; corrupt practices; negligence; absenteeism; late coming; rent seeking behavior; and moonlighting.

### **2.3.3 Inappropriate institutional framework for effective service delivery**

There are inappropriate structures for decentralized service delivery especially at the Provincial and District Administration levels. The current institutional framework is characterized by excessive centralization, cumbersome systems and procedures as well as inequitable staff distribution skewed against the rural areas, leading to limited levels of access to services and perpetuating underdevelopment.

### **2.3.4 Uncompetitive Remuneration and Conditions of Service**

In the mainstream Public Service, uncompetitive salaries and conditions of service have resulted in the failure to attract, retain and adequately motivate human resource with the requisite skills and experience for improved service delivery.

## **3.0 PUBLIC SERVICE TRANSFORMATION PROGRAMME**

Over the next five years, Government has committed itself to transforming the Public Service delivery system by implementing the Public Service Transformation Programme (PSTP). The PSTP is expected to contribute to Government's vision for the Public Service:

***"Quality Public Services for all."***

3.1 The Goal of the Programme is:

***"To attain a responsive, service oriented, cost-effective and accountable Public Service for enhanced service delivery."***

### **3.2 Strategic Outcomes**

The following will be the strategic outcomes of the Programme:

- i. Satisfied citizens accessing quality public services in their community
- ii. A professional, motivated, ethical and dedicated workforce
- iii. Accountable and committed leadership

### **3.3 Key Areas of Focus**

In order to achieve the goal, the programme will focus on the following key areas:

1. Institutional Reforms
2. Leadership and Management Capacity Development
3. Culture and Behavioural Re-modelling
4. Pay Reforms

## 5. Results Based Management (Performance Management)

A detailed description of the above focus areas is given below:

### 3.3.1 Institutional Reforms

Institutional reforms will seek to put in place appropriate structures to perform devolved and de-concentrated functions and in turn, enhance community participation in the planning and execution of local development programmes for improved service delivery.

This will entail realigning and strengthening the institutional framework at points of service delivery in the context of the National Decentralization Policy. Accordingly, the role of the central line Ministries, Provincial and District Administration will be streamlined.

The institutional reforms will be implemented using the Institutional Assessment and Organizational Development (IA/OD) Approach, a comprehensive approach to restructuring the Public Service.

In view of the above, Government will pursue the following objectives and associated outputs and broad activities indicated in the table below:

<b>Objectives</b>	<b>Outputs</b>	<b>Broad activities</b>
1. To realign and strengthen public service institutional frameworks in order to conform to a decentralised service delivery system.	<ul style="list-style-type: none"> <li>• Institutional Frameworks at central level realigned by December 2014.</li> <li>• Key institutional work process re-engineered by December 2014.</li> <li>• National HR Plans and forecasts developed and implemented by 2014</li> <li>• Decentralised Provincial, District and Council Structures operationalized by December 2018.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a common understanding among key stakeholders on the approach to decentralization;</li> <li>• Develop and implement provincial and district administration structures on the decentralized approach;</li> <li>• Develop and implement a mechanism for transfer of human resource;</li> <li>• Develop and implement a mechanism for HR planning and forecasting;</li> <li>• Develop and implement guidelines for operationalizing Provincial, District, and Council structures</li> </ul>

### 3.3.2 Leadership and Management Capacity Development

Visionary, impeccable and inspiring leadership and management is required for the Public Service to achieve excellence in service delivery and steer the country towards attaining the 2030 vision, which guarantees social and economic progress, equity and social justice for all. In addition, a more vibrant and service-oriented leadership and management is essential to articulating and communicating the national vision and inspiring the Public Service and the country as a whole towards attaining national goals.

In the next five years, therefore, focus will be on building organizational and functional leadership and management capacity at the central line Ministries and points of service delivery in order to catalyze the change needed, and instill a culture of hard work and accomplishment of organizational goals. This will help mobilize the public and other non-state actors' support and participation in governance and national development.

Strategic partnerships development and work-based, tailor-made leadership and management development programmes will be implemented as strategies to support achievement of the above.

In view of the above, Government will pursue the following objectives and associated outputs and broad activities indicated in the table below:

<b>Objectives</b>	<b>Outputs</b>	<b>Broad activities</b>
2. To develop organizational and functional leadership capacities in the public service in order to achieve organization goals and objectives	All Permanent Secretaries, Directors, Deputy Directors, functional Heads and Equivalent staff trained in Leadership and Management by 2018.	<ul style="list-style-type: none"> <li>(i) Undertake training needs assessment.</li> <li>(ii) Identify, develop and implement training programmes.</li> <li>(iii) Undertake evaluation of training programmes.</li> <li>(iv) Engage NIPA and other training institutions to conduct organisational and leadership training in the Public Service.</li> </ul>

### **3.3.3 Results Based Management**

Results Based Management (RBM) is an approach to performance management which is focused on achieving results and ensures that all processes, products and services contribute to the achievement of desired results.

Government will adopt and institutionalize the RBM to enhance Public Service performance. RBM will help define accountability lines for results, promote

systematic monitoring, self-assessment and reporting on progress and ensure cost effectiveness in the delivery of quality services to its citizens.

Further, to enhance performance, Government will promote innovations in service delivery.

In view of the above, Government will pursue the following objectives and associated outputs and broad activities indicated in the table below:

<b>OBJECTIVES</b>	<b>OUTPUTS</b>	<b>BROAD ACTIVITIES</b>
3. To institutionalize Results Based Management for improved performance and accountability	1) Results based management policy developed and implemented by December 2018;	<ul style="list-style-type: none"> <li>(i) Review the existing systems for managing results with a view to harmonizing them</li> <li>(ii) Undertake policy consultative stakeholder meetings</li> <li>(iii) Develop Results Based Management Policy</li> <li>(iv) Adapt and mainstream results based management processes in all development programmes and Government operations;</li> <li>(v) Develop and implement a Strategy for career progression paths especially for employees in rural areas;</li> <li>(vi) Build and sustain capacity in RBM at all levels; and</li> <li>(vii) Monitor implementation and evaluate impact of the results based management policy.</li> </ul>
	2) A public service indicator based reporting system developed and operationalized by December, 2016.	<ul style="list-style-type: none"> <li>(i) Conduct baseline study on current reporting systems.</li> <li>(ii) Develop national indicator system</li> <li>(iii) Conduct orientation and sensitisation programmes on the indicator based national reporting system for critical stakeholders.</li> <li>(iv) Institutionalize and monitor indicator based national reporting system</li> </ul>
	3) Performance contracts for Permanent Secretaries, Directors and	<ul style="list-style-type: none"> <li>(i) Review the draft performance contracts for Permanent Secretaries and secure approval.</li> </ul>

<b>OBJECTIVES</b>	<b>OUTPUTS</b>	<b>BROAD ACTIVITIES</b>
	equivalent developed and implemented by December 2014	(ii) Develop performance contracts for Directors, functional heads and Equivalent staff. (iii) Institutionalize performance contracts, and monitor and evaluate them.
	4) Service Delivery Charters developed and implemented for devolving Ministries by December 2016.	(i) Undertake service delivery surveys (ii) Develop and institutionalize SDCs (iii) Monitor & evaluate implementation of SDCs
	5) National M and E framework developed and institutionalised by December 2015;	(i) Conduct baseline study on existing M & E frameworks (ii) Adapt, develop and implement an action plan for implementing M & E Framework
	6) Revised performance management strategy institutionalized by 2018;	(i) Secure approval for the revised PMS (ii) Adapt, implement and monitor an action plan for implementing revised PMS
	7) National, Regional, Strategic and Sectoral planning frameworks integrated by 2014;	(i) Engage stakeholders for consensus building and collaborative approach to developing and implementing National Regional, Sectoral and Strategic Plans. (ii) Develop, adopt, implement and monitor an integrated planning framework
	8) At least four innovations in key service areas implemented by 2018	(i) Develop guidelines and criteria for identifications of innovations. (ii) Sensitise institutions on the guidelines and criteria. (iii) Partner with relevant stakeholders for development and replication of innovation. (iv) Establish the Innovation Support Fund (ISF). (v) Document successes and best practices.

### 3.3.4 Pay and Pension Reforms

The objective of the Pay Reforms is to address, in a sustainable manner, the long standing problems of staff motivation and enhancing the capacity of the Public Service to attract and retain qualified and competent staff while reinforcing performance.

Pension Reforms will seek to transform the PSPF into a financially sustainable institution to enable it to efficiently and effectively fulfill its obligation.

In this regard, Government will undertake the reforms through implementation of the pay policy measures aimed at:

- Enhancing Public service compensation overtime in a systematic manner within an affordable and sustainable wage bill; and
- Improving Public Service capacity in line with the Government’s commitment to achieving the goals set out in the National Development Plan (NDP) and the Millennium Development Goals (MDGs).

In view of the above, Government will pursue the following objectives and associated outputs and broad activities indicated in the table below:

<b>OBJECTIVE(S)</b>	<b>OUTPUT(S)</b>	<b>BROAD ACTIVITIES</b>
4. To implement the Pay Policy in order to attract, retain and adequately motivate staff for improved Public Service delivery.	(i) Key policy measures implemented by 2015 (ii) Pension Reforms implemented by 2018 (iii) Payroll decentralised to all districts by December 2014 (iv) E-Payslip implemented by December 2013 (v) Cost saving measures institutionalised	<ul style="list-style-type: none"> <li>• Develop and Implement strategy for operationalisation of the ten (10) key Pay Policy measures including the measures to address underserved areas.</li> <li>• Establish a public service remuneration board to coordinate the implementation of the pay policy.</li> <li>• Develop a programme for implementing cost saving measures</li> <li>• Undertake a needs assessment of districts infrastructure for payroll decentralization</li> <li>• Develop and implement plan to decentralise the payroll</li> </ul>

		<ul style="list-style-type: none"> <li>• Design and implement a plan for e-payslip</li> <li>• Review relevant pieces of legislation to redesign the pension scheme</li> <li>• Implement and monitor Business and financing strategy for PSPF</li> </ul>
--	--	---

### 3.3.5 Culture and Behavioural Re-Modelling

A positive work culture and behavior play an important role in the effective planning, implementation, monitoring and evaluation of programs aimed at improving service delivery.

In this regard, the negative culture and behavior of the Public Servants need to be re-modeled to support enhanced performance and delivery of quality services. This will entail undertaking research on dominant cultures and behaviors, develop and implement Behavior Change strategies, and institutionalize the Code of Ethics for the Public Service.

<b>OBJECTIVE(S)</b>	<b>OUTPUT(S)</b>	<b>BROAD ACTIVITIES</b>
5. To institutionalize positive work culture and behaviour for improved performance and accountability.	Key cultural and behavioural re-modelling interventions developed and implemented by 2018	<ul style="list-style-type: none"> <li>(i) Undertake an organisation cultural audit to establish dominant work culture.</li> <li>(ii) Develop and implement a plan for cultural and behavioural remodelling.</li> <li>(iii) Monitor and evaluate the cultural and behavioural remodelling interventions</li> <li>(iv) Develop and implement Public Service culture and behavioral change communication programmes.</li> <li>(v) Mainstream the Code of Ethics for the Public Service and link it to Performance Management Strategy.</li> </ul>

#### **4.0 INSTITUTIONAL FRAMEWORK**

This Programme will be managed as part of the wider Public Service Reform Programme (PSRP). The Secretary to the Cabinet will provide high level oversight and backstopping to the Programme.

The Secretary to the Cabinet will convene the PSRP Steering Committee meetings on a quarterly basis in order to review implementation progress on the Programme.

The Permanent Secretary, Management Development Division (MDD) Cabinet Office will lead, support and coordinate the Programme. Specifically, the Permanent Secretary (MDD) will:

- i. Manage and coordinate the Programme by agreeing plans with Sub – Programme Task Managers and monitoring progress on a regular basis;
- ii. Obtain funds, facilitate procurement of goods and services, and account for expenditure;
- iii. Facilitate the implementation of the Programme in Ministries/Institutions by ensuring they have access to resources, technical assistance and good practices;
- iv. Ensure that an appropriate communications programme is carried out
- v. Manage the Innovation Support Fund (ISF);
- vi. Organize bi-annual reviews and consultations with Cooperating Partners;
- vii. Evaluate the impact of the Programme;
- viii. Introduce new interventions/ initiatives where required to enhance the effectiveness of the programme
- ix. Serve as the Secretariat for the PSRP Steering Committee

Government will put in place an effective institutional framework to manage the day to day coordination, M and E, financial and procurement functions of the programme.

#### **5.0 BUDGET**

A detailed budget for the implementation of the Transformation Programme will be developed in due course.