

Public Service in Africa: New Challenges¹

Introduction

Since the 1980s, African States have embarked upon a vast programme of structural adjustment aimed at restoring macro-economic stability. This stability has been accompanied by the accentuation of the liberal character of their economies and their active opening up to the outside world followed by a gradual withdrawal of public administrations from certain activities and their replacement by private operators.

At the political and social levels, significant developments have also been observed and have been reflected in a more dynamic political and social life, more active participation of populations in the management of public affairs and a determination to promote greater participation by women in public life.

With the globalization of the world economy and its opening up to international competition, the human resources which had long been considered as a cost to be borne by public administrations in Africa, are today perceived as a genuine investment which must be constantly upgraded in order to enable the collectivity to gain maximum benefit from it.

There is an increasingly broadly-held conviction that efforts to modernize African States cannot succeed unless they are equipped with public administrations that are geared to meet the new challenges of economic and social development.

Since the Tangier Conference, public administrations in Africa have embarked upon numerous reforms, and in certain countries these have been quite extensive. Innovative experiments have also been carried out in numerous areas.

The only inventory of studies which has received support from donors during the last ten years shows the scope of the reforms that have been undertaken throughout the continent: curbing of personnel growth, The conclusions and recommendations made at the numerous international conferences and meetings which have been held in recent years show the growing importance which African States attach to the development of a modern, viable, less expensive public administration run by well qualified personnel.

What is expected of the public service in Africa is that it

stabilization or reduction of the wage bill, reorganization of ministries, administrative decentralization, strengthening of economic planning instruments, improvement of systems for the control of expenditures, fiscal management reforms, management of foreign debt, personnel training, etc.

Despite these numerous reforms, administrative actions and modalities of operation continue to be the object of criticism both by users and by civil society. The organization, role and missions of our administrations must in fact be reviewed and adapted to the political, economic and social context of African States, which has changed considerably over the last decade.

As part of these political and institutional reforms undertaken at both the national level and at the level of local collectivities, African administrations are now required to provide services to populations which are more demanding and increasingly informed about their rights and obligations. The development of public freedoms and the dynamism of political and associative life are factors that favour the renewal of public administrations.

Economic policies that are now tending towards greater openness and free exchange mean that other modalities must be developed for State intervention in economic matters and a more dynamic approach adopted to provide support for enterprises and private investment. In many areas, the role and mission of the public administration are still to be defined.

Public administrations are also faced with the question of determining what their contribution should be to resolving social problems in areas such as employment, health, education, housing and leisure. In all of these areas, they are expected to be innovative, to improve the quality of the services they provide and to upgrade their managerial skills in order to better respond to the aspirations of the population.

should be a dynamic and flexible institution which has credibility in the eyes of investors, is responsive to the needs of populations and their elected representatives and supports the elaboration of government policies. The actions needed in this area must flow from a clear understanding of the new challenges that confront African States.

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Economic challenges: quality, productivity, competitiveness

Public administrations in Africa are required to act on several fronts at the same time: in the face of increasing financial constraints and the burden of the public debt, they are required to do more with less resources. In an economic environment in which change has become the rule and stability the exception, they are also required to adjust their missions and structures to the new role of the State, to control the effects of economic liberalization and globalization and to contribute to the improvement of the performance of the national economy.

Adapting missions and structures of public administrations to the new role of the State

The role of the State has been shaped by a trend which is today universal, that of a State as an enabler rather than a doer, a State that regulates instead of manages. Like a genuine orchestra conductor of social and economic activities, the State is required to promote private initiative without stifling or restricting it. A State that is at once modest and ambitious, since the population still expects much of it: it must, while ensuring that overall balances are maintained, protect the environment, ensure proper land-use management, put in place new infrastructures, provide health and education services, etc.

These new requirements demand a new type of public administration and new methods of operation. Henceforward, the quality of services offered by public administrations and their effectiveness have become an essential element of the climate for business and enterprise. What will determine the strength of African During the course of the last 20 years, initiatives aimed at comprehensively reviewing the organization, size, structure and functioning of public institutions have been taken in numerous countries. These have given rise to measures which in most cases have contributed significantly to an improvement in the quality and cost of services provided to citizens. Public administrations in Africa could draw inspiration from these same principles in their efforts to further advance the process of modernization of their public services, particularly in areas in which it is always possible to appeal to the private sector and to NGOs to supplement or complement the action of public administration.

Each organization, department or service of a public administration should be subject to systematic scrutiny

enterprises and permit their performance to match that of their foreign competitors are the management capacities of public administrations and their performance: ability to meet deadlines, capacity to plan ahead and to react sensitivity to client needs, readiness to take action, etc.

In order to respond to these demands, the public service must be conceived on a model based on long-term vision, extreme concern for quality, attention to results, flexibility in the face of change and a strong attachment to the fundamental values of public service.

The processes of decentralization and devolution, which must be strengthened in order to ensure an effective public service, constitute another aspect of the fundamental changes to which African public administrations must adapt in the years ahead. The role of state public administrations is to accompany this process in a harmonious manner, without overlapping or duplication between itself and local collectivities.

At the local level, citizens desire services that are more accessible and better adapted to their needs and realities. They view the extreme compartmentalization of services and the still notable centralization of the State as a major constraint that affects local initiatives.

The need to bring the public administration closer to citizens requires changes in the way in which the administrative apparatus functions. This calls first of all for the integration and streamlining of services at the local level with a view to reducing delays in delivery, ensuring an equitable distribution of resources throughout the national territory and more active participation by citizens in decisions that affect their daily lives.

in order to determine its relevance. Scenarios for mergers, elimination or creation of units must be established in the light of a systemwide audit whose objective would be to verify the extent to which a given institution still responds to the needs of citizens, whether it is duplicating the activities of another entity, whether its functions should be discharged at the central or local level, whether it should be entrusted to the private sector, etc.

Controlling the impact of globalization and economic liberalization

Despite the recent economic crises being experienced by certain countries, the liberalization of national economies and policies of openness still appear to be the most dominant trends in accordance with which public

administrations are being restructured and are redefining their roles. Today, they are quite aware of the need for change. The most significant foreseeable changes relate to the following:

- Gradual disappearance of certain administrative monitoring and follow-up functions and of tasks which have become superfluous following the deregulation of certain sectors or the transfer of certain activities from the public to the private sector. Among the new missions of the State are first of all those that relate to its regulatory function.
- Appearance of new functions and new responsibilities which are different from the traditional practices of public administration and are the result of the introduction of new communications techniques and the development of branches of activities in which the management and mastery of knowledge will henceforth be the principal source of the wealth of nations.

Improving the performance of the national economy

Improving the performance of the national economy involves providing national enterprises with the means to grow and expand by providing them with financial support, advisory services and information on business opportunities at the local, national and international levels.

To that end, public administrations in Africa are required to redesign their organizational infrastructure for the management of enterprises using a strategic

Social challenges: social solidarity, citizenship and accountability

Increasingly, public administrations in Africa are being called upon to play a role in promoting social cohesion. They serve as instruments of regulation, but also of direct intervention where the challenge is to ensure equality of opportunity among citizens, combat social inequalities or protect the weakest in the society. The development of civil society and associative organizations cannot in a period of crisis be in and of itself a solution or pretext for the disengagement of the public service, particularly when the challenge is to combat the effects of unemployment and the exclusion of the vulnerable social classes or to fight against illiteracy and poverty.

Preserving and renewing the social function

approach and placing special emphasis on the development of new modalities for the provision of services, investment in business networks, establishment of new relations of trust and progress between small and medium-sized enterprises on the one hand and banking and financial institutions on the other and a clearer definition of the required value-added of public administrations in the assistance that they provide to enterprises.

In order to improve the performance of the national economy, African public services will be required to a much greater extent than in the past to create a market environment that is favourable to investment and to make "economic intelligence" in the service of entrepreneurship the bulwark of their policies.

In a context of economic liberalization and competition among nations in attracting foreign investment, African public administrations and their managers must henceforth demonstrate professionalism and initiative using different approaches than those used in the past. From this perspective, certain African States have already initiated large-scale activities, including the revamping of business legislation, organization of financial markets, regulation of price competition, introduction of labor legislation and numerous other actions aimed at strengthening the rule of law.

These reforms cast a new light on the role to be played by public administrations. The latter in fact remain the primary guarantors of the implementation of the impressive legislative and regulatory edifice which certain States have constructed.

of public service

The policies of liberalization and disengagement by the State are being increasingly viewed as a means of restoring to individuals and enterprises a new capacity for initiative. This approach, in which an important role is played by the mechanisms of market economies, will probably tend to apply to most public services which have hitherto been controlled by the State and its various arms (local collectivities and public establishments).

Many States in Africa have embarked upon large-scale programmes aimed at introducing new management systems into their public services. The actions already taken or which are underway seek to transfer the management of certain activities to the private sector. The modalities of this transfer are numerous and varied: concessions, delegation of management authority, sub-

contracting, elimination of public monopolies, etc.

The growth of these new systems of management of public administrations offers many advantages: it provides relief for Government budgets and creates valuable opportunities for the private funding of public infrastructures. It also encourages the provision of better quality services at less cost to collectivities. These new methods of management require not only the deregulation of the sectors of activity concerned, but also the liberalization of prices and greater flexibility in the pricing of the services provided to users. In the absence of a global and comprehensive vision, excessive and unbridled deregulation of public services can lead to social problems and exclude from society the most vulnerable sectors of the population.

In this regard, the major challenges that will face public administrations in Africa in the future will be the need to maintain public services, the vocation of social solidarity which they have always sought to demonstrate, particularly in the fields of health, education and provision of basic services in rural areas, including drinking water supply and electricity.

This requires a public administration that is capable of ensuring a balance and social cohesion which, while not replacing the economic and social actors, guarantees the equitable distribution of resources among the poorest. This transformation of the relationship between public administration and citizen is of itself a major challenge for African public administrations insofar as it depends on their capacity to promote in their daily activities ethical values, equity and respect for legality.

At another level, the deregulation of economic activities, the freedom of initiative given to enterprises and the opening up of the African continent to the global economy offer numerous advantages but also carry a number of risks if public authorities are not given adequate means of protecting the security and health of citizens.

African public services must be prepared to resolve the complex administrative issues that have emerged as a result of recent developments, including: the free circulation of goods and services, the increasing complexity of commercial transactions, the globalization of financial markets and the rapid "delocalization" of industrial and service activities. In this regard, over and beyond measures of a legislative and regulatory nature which must be modernized and updated, the contribution of the public administration must be conceived of in terms of advisory services and support

social groups in order to achieve a just and more integrated society.

Today, therefore, one quite rightly speaks of a transition from simply a market economy to an "economy of solidarity". In this regard, is it really justifiable for African public administrations to adopt an approach that is more suited to their realities and to the expectations of their populations? This is no doubt one of the major challenges that will have to be faced in the years ahead.

Promoting the protection of the rights and freedoms of citizens

The protection of the rights of citizens in their relations with the administration is a long-term effort whose pace and results depend above all on the political and administrative traditions of African public administrations. To move from the status of a mere subject of an administrative jurisdiction to the status of citizen endowed with new rights is a genuine qualitative leap which requires a profound change in mentality, both on the part of the public servants and on the part of the citizens who use their services. The former must no longer hide behind attitudes of arrogance and the latter must abandon their passive attitudes to become full-fledged partners.

for organizations of the civil society which undertake actions aimed at safeguarding and preserving the rights of enterprises and citizens.

In this context, African States will need a professional public service which is well informed about developments in the technological field and which is capable of providing advisory services to citizens and of informing them of their rights and obligations.

As a result of the initiatives taken in numerous countries throughout the world, African public administrations will be called upon to elaborate genuine citizens' charters which define, in the light of the changes being experienced by the institutions in each country, the nature of the relations which must exist between administrations and the users of the services they provide.

Management accountability and performance evaluation

Everywhere experience has shown that the organizations that make progress are the ones which have succeeded in a straightforward manner in incorporating systems of management control and performance evaluation. In the public administration of tomorrow, users will no longer be satisfied with hearing talk about policies, plans and action. They will wish to be regularly informed about results. In turn, officials and public servants who wish to make a contribution with their skills and energy may hold the view that their commitment to the achievement of objectives will make sense only if their contribution is valued and the results of their efforts are fairly evaluated and appreciated.

To hold managers and heads of administrations accountable for the results of their management performance and for informing the public of their successes and failures will in the future be not only a means of rehabilitating the administration in the eyes of Delocalization, disintermediation and dematerialization are the precursors of the new knowledge-based economy. This is why it has become essential for African public administrations to master and acquire the new information technologies. In their modernization plans, public administrations must focus more on persons with know-how and redefine their role and status in the organizations that are required to function as part of networks rather than on the margins, all with a view to promoting the exchange of information. In this connection, public administrations, universities, research centres and enterprises must work together and conceive a strategic vision to take advantage of the unfolding changes. In the context of globalization, this approach is necessary to promote the competitiveness of national economies. To that end, African public administrations must be able to face up to numerous constraints, including the rapid pace of technological progress and the high cost of the regular acquisition and renewal of equipment.

Training and upgrading of the human potential of public administrations

In any reform programme that is aimed at improving the quality of service and performance, it is clear that individuals and their training must be at the center of the effort. In order to succeed, modernization programmes must therefore place greater emphasis on competence and merit and provide for ongoing training activities aimed at preparing future generations for the

citizens but also the process that will ensure their survival and strengthen their capacity for change.

Technological challenges: upgrading of skills, mastery of new techniques, innovation

Current trends throughout the world show that in the next millennium, intelligence and knowledge will be the principal source of economic riches of individuals, enterprises and societies. This is why it is important for African public administrations to take as much advantage as possible of new information technologies and their applications in the fields of administration and services rendered to enterprises and citizens. The mastery of new technologies requires the updating of national skills and the training of human resources in the public service.

Benefiting from new information technologies and promoting innovation

years ahead. Young generations of managers as well as users and administrative partners criticize public administrations for the lack of rigor in the choice of personnel, favoritism, patronage and the absence of transparency in procedures for promotion and assignment to positions of responsibility.

The criticisms proffered both by public administrations themselves and by its agents or users are at the core of the problem of human resources management. Comprehensive reforms of the methods and practices currently being used in administrations are therefore required.

Equitable remuneration is also a major issue for administrative reform. In many public administrations, a considerable gap exists between the salaries paid to public servants. In certain countries, the ratio is 30 to 1, while the salary range in European public administrations varies between 6 and 13 to 1.

Preparing for the handover to the next generation

The changes which administrations will experience in terms of the services offered to the population, as well as in the way in which they are organized and in how they operate, require from their personnel new skills and the continuous upgrading of the skills needed in their professions. Continuous training is thus more than ever of strategic importance. Indeed, in the administration of the future, continuous training, as the instrument for

upgrading human resources, will become a “virtual right” endowed with a status of its own that will specify the rights and corresponding obligations of personnel and administrations in the field of training for public servants.

Open to all personnel, continuous training will take different forms and will be counted among the statutory requirements for promotion of the staff member. At another level, establishments that provide training for public servants will be required to redefine and adapt their roles and missions to the expectations of administrations and their users in the area of continuous training and advanced training for the enhancement of their international competitiveness. The social and economic challenges that face Africa are clearly more complex than those experienced by Europe and cannot be resolved using the instrument of development policies. For that purpose and for the many reasons given above, intervention by the State remains necessary in many sectors of the society.

Against this background and over and beyond the controversies brought about by examination of the role of the State, public administrations in Africa remain an

Discussion²

Excellencies, Ladies and Gentlemen, with your permission, I would like to take the opportunity of my role in this Conference to present on your behalf, our sincere congratulations and thanks to Professor Ourzik, for his excellent presentation. On this first day of our conference, the paper by Professor Ourzik demonstrates the relevance of the theme selected for this conference, taking into account regional and worldwide context while foreseeing constructive and salubrious actions to enhance African public services' performance and to modernize our States in the era of globalization.

From my point of view, Professor Ourzik is not teaching us a lesson. On the contrary, as an analyst he is going over the African public administrations environment, taking a general diagnostic and making prospects on the analysis of potential problems which threaten our public

With a view to ensuring the effectiveness and sustainability of their actions, public administrations as well as training institutions will be required to diversify their sources of funding and to mobilize resources for the training and advanced training of their clients.

Conclusion

Faced with the numerous paradoxes that characterize their economic and social environment, public servants in Africa who work in societies in which oases of modernity coexist alongside zones of absolute poverty must rise to challenges whose scope and level of difficulty is not now easy to ascertain.

indispensable instrument for the elaboration of public policies and for the promotion of development initiatives. Their success in this mission will depend on their capacity to rise to the challenges of the twenty-first century. To successfully meet those challenges, it is necessary to lay the groundwork for a new approach to relations between the North and the South.

services, with great modesty as we can realize it when we listen to him. If we do not do this now, that is what would happen to our public services, to our States and to our communities.

According to this viewpoint, the speaker outlines three categories of urgent challenges for African public administrations: economic challenges, social challenges and technological challenges.

I shall not repeat what Professor Ourzik had already said so clearly. However, I have noted that the speaker urged us to do the following:

As far as economic challenges are concerned:

- To adapt the government missions and structures to the new role of the State in order to support the productivity and competitiveness of national

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enterprises;

- To set up our civil services as tools of “economic intelligence” for entrepreneurship in order to supervise globalization and openness incidences.

In other words, Professor Ourzik urged us to change the alternative, less State or more State, for a more simple but a booster one, i.e., *a better State*.

As far as social challenges are concerned:

- Professor Ourzik outlined that the civil society is ahead of our administrations as far as awareness of citizens' rights and liberties are concerned. If they wish to make up for it as soon as possible, they should review their perception of citizens and their behaviour, in short their culture. This would be possible only if public administrations are accountable to the citizens for their actions.

As far as technological challenges are concerned, two guidelines have been emphasized:

- The synergy which should be set up between civil service, universities, research centres and enterprises in order to profit from new information technology and to promote innovation in the “knowledge economy”.
- Development of human potential in public administration by improving working conditions and through strategic alternatives as far as initial and on-the-job training are concerned, responding to the new requirements which call for new knowledge, new know-how and new behaviours from public officials.

Personally, I am entirely convinced by what Professor Ourzik said. But I think that it is necessary to add two other challenges to the ones he mentioned, which, in my opinion, should be considered prior to the three others.

The cultural challenge

Indeed, for a long time, our administrations have merely enacted rules, formulated policies and implemented them without being concerned with their social and sometimes even economic impact. If our administrations are to be catalysts for the modernization of our States, they should listen to the citizens, collect their points of view and their concerns about decisions implemented or to be implemented. They should learn how to report to the highest level of the government about the population concerns in order to take the necessary steps to satisfy them. They should also follow the guidelines of

- The speaker calls for the preservation and modernization of the social aspect of public services in order that the administration be used more for social cohesion which should not be overshadowed by economic competition at world-wide level;
- He calls for the advent of an “interdependent economy” according to the meaning of the sociologist Emile Durkheim, who pleaded for an organic solidarity against a mechanical solidarity;

a new improved governance.

The ethical challenge

What is the reason why our administrations today are torn between population claims, scarcity of resources, adjustment programmes and globalization? Because administrations are the State's tools, their reason for being depends on the role of the State. What is the State's reason for being in our societies or, rather, what do we want it to be? If we clearly know our State's tasks we shall have then more adequate administrations. The answer to these questions is not simple. Up to now some authors think it is related to the following two diametrically linked functions of our States:

- To be a relay within the process of surplus extraction and storage between the periphery and the centre.
- To be the authority of empowerment, cooperation and independence for the society.

It is a question of choice and political will.

If we choose to remain relays of the world-economy and not actors, our administrations will act against the citizens' social solidarity (this is one of the globalization traps).

If our States decide to be the population's authority of empowerment and independence, our administrations will be concerned with citizens' blossoming, democracy and economic and social development of the people and the whole country.

It is the nature of the State which defines the structure, the functioning and the performance standards of public administration.

The challenge lies therefore in the relations between the State and the society. If we choose, for instance the subsidiary State, we shall have decentralized administrative actions. If we choose what we call today the active-providence State, we will have an administration anxious to innovate its relations with

citizens and economic operators. If we choose a patrimonial State, there will be no challenge for this

kind of administration and we will inter into the 3rd millennium backwards

Public Service in Africa: Professionalism³

New challenges of public administration

As we stand poised at the brink of a new century, we are experiencing a period of transition and change. Both in terms of the globalization of the economy and the prodigious development of new information technologies, the world is in fact changing before our very eyes and our era is marked by transformations and challenges that are global in scope and character.

More particularly, States and Governments of all countries, whether developed or developing, face contradictions of diverse nature and scope—contradictions between the full inclusion of some in the new global order and the exclusion of a larger number of others, between the State as an instrument for promoting solidarity and the market which seeks only profit, between the development of networks that recognize no national frontiers and the growing trend towards promoting the identities of individuals and groups, between the global and the local, between economic development and the need to protect natural resources and ecological systems, between the growing expectations of citizens and the declining financial resources of Governments, etc.

It is therefore a new situation for which the basic hypotheses that have been used thus far, like the instruments of administrative action, no longer suffice or have become obsolete. A new perception of problems has become necessary. Novel types of analyses and innovative measures are essential to good government and administration.

A transformed administration for a new State

It is against this background that experiments in administrative reform and modernization have been undertaken in almost all parts of the world and the concept of good governance has been successfully launched (as is generally recognized).

As a result, the type of public administration that is now emerging out of the need for good governance is no longer distant and concerned only with

A transformed administration (the French term employed by Professor Gérard Timsit was *transfigurée* (transfigured)) upsets the classic Weberian model and gradually replaces it. The new endogenous model henceforth derives its legitimacy from its capacity to blend with the society and to no longer transcend it. The model is also subsidiary since, on the one hand, the redistribution of skills requires competition between the public and private actors operating within the State hierarchy or enjoying autonomy and, on the other hand, a negotiated reality replaces the truth that had thus far been revealed and imposed.

“An administration”, again according to Gérard Timsit, “not on behalf of an all-powerful State, issuing its decrees, imposing its will and involved in everything, but a State of measured proportion, in charge of and protecting the most essential element of the society, namely, the individual man restored to his power against all other powers.”

In other words, the era of the distant, all-powerful State and of the anonymous, centralized, secretive administration is over. It has been replaced by the era of good governance, whose objective and goal is to contribute to political stability, social cohesion and economic development within the democratic framework of the rule of law.

The era of good governance

“Good governance is a dynamic process which involves all the actors in a society, and including the way in which they interact with each other. It therefore facilitates the necessary collaboration between the Government, the private sector, NGOs and citizens in new partnerships and new modalities for sharing power.” (Maurice Demers)

processes and procedures. On the contrary, it is concerned with results and seeks to blend into the society and to identify itself with it. The citizen is no

³ Turkia Ould Daddah, Director-General, International Institute of Administrative Sciences, Brussels.

longer a subject and the reductionist terms of “person under jurisdiction” or even of “user of a public service” are employed with less and less frequency. “The citizen as the heart of the administration” is clearly stipulated in the Juppé administrative regulation on state and administrative reform in France. In that note, the citizen is considered not only as a partner and client (hence the requirement for prompt service of a high standard) but also as a citizen, which means that he has rights and duties. It is this civic dimension, moreover, which gives to the public service all its nobility and grandeur.

Under a system of good governance, the administration is decentralized and characterized by flexibility, partnership, consultation and transparency, which promote confidence, increase productivity, facilitate recourse by citizens and provide protection from corruption.

A dynamic of good governance also requires a forward-looking approach to administration in order to be able to anticipate and manage the crises and risks to which a society is subject. Above all, it requires a capacity for leadership that is based on a continuing reference to a system of moral values shared by those under the jurisdiction of the administration, to an ethic of action and public service that give weight and meaning to the terms transparency, accountability and responsibility.

The Chinese, who two thousand years ago invented public administration, spoke even in those days of “leadership that is capable of maintaining such moral influence as to ensure that the people were in harmony with their leaders” (Sun Tzu). It is also true that without genuine leadership and without quality human resources at all levels, without competent, effective, courageous, honest men and women who are capable of forward-looking, strategic vision—in other words, without professional public servants—the most rational mechanisms, the most carefully elaborated rules would serve no purpose.

Stability is all the more necessary as the mission of today’s administrator has become even more complex compared to what it was only ten or fifteen years ago. The administrator of the year 2000 must in fact be capable of interpreting the national and international environment, of taking action in the context of a strategic vision and of managing change. He must also be capable of focussing administrative

Some aspects of a professional administration

Public administration under a system of good governance, as we have seen, is not a bureaucratic administration but a managerial administration with the services that it provides to the public being judged on the basis of the criteria that have been used thus far in the private sector. It is essentially the professionalism of public servants—in other words their knowledge, technical skills, psychological aptitudes, moral qualities, sense of responsibility and concern for the public interest—that will determine their productivity and effectiveness.

The role of senior public servants

While professionalism is needed in all public servants and at all levels of administration, the lack of professionalism among senior public servants will have severe consequences.

Indeed, under a system of good governance, an administration cannot dispense with a core of well-trained, experienced, motivated and committed senior public servants to assist political leaders and permit the State to achieve its ultimate goal of meeting the needs of the public through quality services provided by public servants to citizens in a transparent and non-discriminatory manner. Senior public servants who are respectful of the democratically chosen political leadership are the object of particular attention and their skills are developed through advanced training, which enables them to promote by their own example the values of loyalty, intellectual independence and professionalism.

The stability of these senior public servants is also necessary for the process of professionalization, whose values they transmit, notably through coordinating and consultative meetings and through team work. This is why assignments of senior public servants are generally of at least four to five years’ duration.

action on service to citizens and centering it on results and not on processes. He must, finally, be capable of motivating and mobilizing teams within the administration and of establishing partnerships with social agents outside of the administration. We are thus moving away from the traditional model, which is characterized by a segregation of administrative and political roles, and above all by a

hierarchic structure and system of management.

In short, the old bureaucratic structure is being gradually replaced by a new managerial and professional culture which requires the adoption of methods and the institution of mechanisms that promote flexibility and dialogue, impartiality and neutrality, transparency and responsibility, in short, accountability.

Flexibility—dialogue—transparency

While respect for the principle of hierarchic obedience remains necessary, on the other hand, if applied too inflexibly this principle will stifle the sense of initiative that is an indispensable element of a sound managerial culture and good governance.

The methods of the new system of public management thus place special emphasis on dialogue and discussions, which implies the acceptance by leaders and ministers of freedom to speak out or even to call into question bureaucratic traditions and practices. They also place emphasis on the transparency of the decision-making process to the extent that when anonymity is replaced by citizens' access to information the result is better understanding and increased respect by citizens for the logic and norms of the administration.

Restoring a sense of responsibility

Responsibility is the corollary of the authority exercised by civil servants. The privilege of exercising a certain amount of authority makes sense only if it is accompanied by a sense of duty, which is expressed in an awareness of the importance of the civil service and the expectations of citizens.

The sense of responsibility required for good governance has two dimensions, each complementing the other. The first is moral responsibility, which is the obligation to be answerable to others, to the society and to the public for one's actions. The second concerns the obligation to be accountable for one's stewardship to superiors or to the central authorities.

In those countries in which systems of evaluation are most advanced, such as the United Kingdom, Australia, New Zealand, the United States of America and Canada, each minister has an obligation to define for each of his managers precise annual objectives in order to permit an evaluation to be made of the results obtained. The formulation of

This focus on the need for results for which one is held accountable rather than on respect for procedures means that professionalism must be reassessed, including the definition of strategic priorities and the implementation of a system of evaluation of results.

Under a traditional administrative system, work tends to be organized without regard for developments outside of the system or for the needs of users of the public service. Public administration under a system of good governance, on the contrary, does not tolerate routine procedures and favors instead innovation and recognition of public servants by promoting the innovative initiatives of individuals and work units, or through public recognition of exceptional contributions. Professionalism will also develop in a good governance administration through the creation of study groups, which are able to challenge old ways of doing things and be interested in the experiences of other branches of the public service and even in the experiences of public services in other countries.

Evaluation and monitoring

In the various programmes of administrative modernization, evaluation has been clearly distinguished from monitoring, insofar as its purpose is not to hold managers liable but rather to determine the causes and effects of systems. It is a situation in which the administrative system scrutinizes its own workings and in which both those who make decisions and those who implement them share a joint responsibility.

The purpose of the evaluation mechanisms is to evaluate the performance of the administration in relation to costs and to permit public servants to be held responsible for their performance, either individually or collectively within a given unit. Accordingly, these mechanisms require a precise definition of the posts and functions of each public servant.

objectives means that managers and all administrative units have at their disposal a sort of control panel that monitors production through precise quantitative and qualitative indicators, thereby developing technical competence and professionalism.

The performance of personnel must be rigorously

and systematically assessed based on targets and performance contracts prepared by their hierarchical superiors, with increasing participation by the personnel themselves. Having been given this responsibility, public servants may now discharge their functions and find in it a source of pride and satisfaction. When performance evaluation is not the sole responsibility of a hierarchical superior and there is debate, the resulting dialogue helps to enrich and enhance the professionalism of public servants.

While evaluation is an exercise that is essential to the professionalization of the public service, it nevertheless remains a complex and difficult one. This is no doubt the reason why evaluation mechanisms are often slow to be put in place. Indeed, the French sociologist Michel Crozier expressed justifiable surprise that the recourse to evaluation techniques has not yet been accompanied by the emergence of a professional field of evaluator whose role, training and career would have been defined.

In any case, it seems that the success of evaluation depends on at least three essential conditions. Public servants must first of all understand and accept their responsibilities in terms of the results expected of them and they should be given the authority to act at this level of responsibility. Acceptable and effective methods must also be used for the evaluation of results and appropriate and equitable measures taken once the results are known. Lastly, and this is an indispensable element, ministers and political leaders must commit themselves to respect the mechanisms of evaluation and monitoring, and more particularly not to use their authority to undermine their normal functioning.

The purpose of neutrality is, among other things, to protect the administration and the public service against any consideration or interference of a political nature. It must also guarantee public servants mobility in their careers which depends on the quality of their performance and their effectiveness and not on the goodwill of the Government or on the intervention of political personalities.

Conditions required for a professional public service

This thus leads us to considerations of ethics and administrative and political deontology, since public servants would be unprepared to answer for the effectiveness of their actions unless they see their political leaders themselves adopting a responsible attitude. Indeed, the emergence of a climate that is conducive to the development of professionalism in the public service will depend on the capacity of the political system to appreciate the results of administrative action, as well as the willingness to take preventive and punitive action and thereby to guard against abuses of power and authority.

Control is in this sense just as necessary as evaluation for the development of a culture of administrative professionalism. The most recent experiences in administrative reform underscore the importance of the re-evaluation of the control function in all internal, political and jurisdictional aspects and place special emphasis on a *posteriori* control. They also recommend that control should have an instructional aspect and that its results should be brought to the attention of everyone, both inside and outside the administrative apparatus.

Impartiality—equity—neutrality

Public servants have always been expected to be neutral and to treat all citizens impartially and equitably in accordance with the laws and regulations in force. Because of the complexity of the issues dealt with today by public administrations and the expansion in the areas of interface between the political and the administrative spheres, neutrality has become an even more essential value. Neutrality comes just as much from the training provided to public servants as from the existence of institutional mechanisms and appropriate structures. In the absence of these elements, it is quite simply not possible to speak of professionalism.

There can be no effective (in other words professional) public service if at least two conditions are not met urgently and simultaneously: first, the existence of rules within a legal framework and, second, the affirmation of resolute and consistent political will.

Legal and regulatory framework

This covers a broad area which includes both general aspects that have a diffuse but nonetheless real impact on administrative performance and specific aspects that condition in a direct and immediately

visible manner the degree of professionalism of an administration.

Establishment of the mechanisms and structures required for managerial-style public administration

In order to put an end to the bureaucratic approach to public service, the legal framework must guarantee the establishment of the mechanisms that are needed to improve the management of structures, including definition of strategic priorities and budgeting for these resources in accordance with the priorities that have been established. The legal framework must eliminate contradictions and ambiguities by providing first and foremost a clear delimitation of responsibilities between the central ministries and the personnel working with decentralized authorities. Finally, regulation is needed to define the mechanisms for decision-making and coordination and for putting into place operational control mechanisms.

Reform of public service codes

Whichever model of civil service is adopted, the legal framework remains the key instrument for promoting professionalism in public administration. This progress is achieved notably through the modalities of recruitment, career development, the conditions of employment of public servants, and their training and remuneration.

In any reform of the public service, the question of the rule of law is of vital importance. By clearly setting out the rights and duties of civil servants, making their professional advancement dependent on the accepted criteria of efficient performance, civil service codes offer in this respect the main

Despite the difficulty in establishing a definition and in quantifying objectives in each unit in the reforms which have been undertaken in Europe and elsewhere, the legal framework includes a performance evaluation system that is applicable to all public servants based on criteria that are as objective as possible: performance and effectiveness on the job, ability to adapt, social relations with co-workers, communication with users and co-workers, diligence, punctuality, etc.

In certain cases, a portion of the remuneration of public servants is based on merit, an innovation borrowed from the private sector. In this connection, it is evident that remuneration is an important

guarantee of the neutrality of public servants.

Principle of merit

One of the cornerstones of administrative professionalism is the principle of merit as a criterion for the recruitment and professional advancement of public servants. Respect for the rules of equity and merit in public service management requires that a number of conditions be met:

- Competitive recruitment and the choice of the best candidate for a post for which an official vacancy notice has been published.
- Recruitment that is based on rules of professional competence, with the best candidate being selected because of the aptitude he has demonstrated to discharge the functions that correspond to the vacant post. The current trend in recruitment competitions is to place greater importance on the professionalism of candidates rather than on their academic capacity. The classical trilogy of knowledge (skills), know-how (ability to act) and interpersonal skills (social competence) is combined with a necessary projection in time (potential to develop over time).
- Taking into account past performance of the public servant for purposes of career advancement and remuneration.

The rules of advancement and promotion for career development must provide an incentive to public servants to obtain the best results both qualitatively and quantitatively. It must be possible to appreciate their merit based on objective criteria and on a system of evaluation that takes account of performance in relation to the objectives sought. element for the development of professionalism, since public servants who receive adequate remuneration feel secure in their jobs and therefore are better motivated. Certain studies, moreover, have pointed to a connection between the professionalism of civil servants, the level of corruption and remuneration.

Training: a right and an indispensable investment

If training methods and programmes are not given all the attention they deserve, it would be futile to speak of professionalism or to embark on an exercise of reform in which the human element plays a

determining role. Since it is, moreover, a right of public servants, provision must be made in civil service codes for ongoing training, or at least the objectives and essential principles of such training.

Training must have three complementary objectives:

- To enhance technical capacity in order to improve performance, including through the mastery of the rapidly developing information management technologies;
- To strengthen core professional skills; and
- To promote a culture of change.

In terms of content, this means that traditional training should be expanded to cover everything that could possibly strengthen sound management and good governance without neglecting those areas in which improvements can be made in conflict management, analytical thinking and the development of creativity.

Training programmes could also be improved by incorporating those fields of learning (currently undergoing rapid expansion) that emphasize the ability to communicate and to work as part of a team.

Political will

While the legal and technical conditions required for the implementation of the reforms needed to develop a professional public service are of decisive importance, structural adjustment policies have been put in place without any real concern for “cultural adjustment” policies by the administration, in other words, problems having to do with the management of human resources (with the exception of trimming staff), given the increased effectiveness and professionalism of the public service. Despite these policies and the reforms which preceded them, the majority of African populations remain clustered around the periphery of sprawling capitals and are generally indifferent to public services which do nothing or nearly nothing for them. In some cases, they are even unaware of the State itself, either because the State represents a model that is totally alien to them or because it is so weak that it must be kept alive by international financial institutions.

This is why any measures to strengthen the professionalism of the public service can be successful only if:

importance, they would be a mere empty shell in the absence of resolute political will and the elaboration of an overall plan with the necessary authority to convince and mobilize state employees. It is this political will and leadership that will overcome resistance from established interests, established situations, the habits of public servants and interference from pressure groups.

Africa, an environment with particular characteristics

A priori, the indicators and conditions for professionalism in the public service are universal. In this sense, they are applicable to any country, provided that structures are in place for a new administration in the service of the State, as a strategic partner of the private sector and of civil society. However, if we are to avoid the failures experienced by previous attempts at reform, it is necessary to incorporate historical, economic and socio-cultural data that are characteristic of the African continent.

First of all, in developing countries and thus in the countries of Africa, the role of the State and of the administration as vectors of economic development and social cohesion is all the more decisive as an organized and successful private sector does not exist in all cases and civil society is still in its embryonic stages.

- They are preceded by a comprehensive and objective diagnostic survey of the public service system;
- They are consistent with the other reforms undertaken as part of an overall and comprehensive strategy the timetable and strategy of which have already been determined;
- They are resituated in the triple context of the global international environment, including international cooperation and development aid, with its advantages but also its constraints.

A diagnostic survey that takes adequate account of the history of African States

During the years that followed immediately after independence, the enormous influence of the single party and the control which this party exercised over the administration created a style of administrative conduct that was highly politicized, even though in a formal sense it was claimed that a career system based on professionalism in fact existed. Politics played a major role in decision-making and were deeply involved in the management of personnel. The increasing effects of that involvement did little to encourage professionalism. The administrative structures were used for purposes quite removed from the legitimate purpose of vectors of development and progress.

The increase in the powers of the political class to the detriment of the power of administrative managers resulted in, among other things, a spirit of clannishness becoming entrenched, with its network of nepotism and favoritism, which is particularly manifest in appointments within the administrative structure. A large number of public servants quite simply followed the lead of the political directorate in power, and thus merely implemented the decisions of their superiors. In so doing, they abdicated their responsibility to protect the public interest and refused to take any initiatives of their own.

The renewed attention of the political authorities to initiatives to reform the administration and to the question of human resources management can be summed up by the re-valuation of the Ministry of Public Service. This will be an inexpensive way of nurturing the pride of public servants and motivating them. Indeed, the situation which currently exists and which must be addressed is one in which Public Service Ministries nearly always occupy the lowest ranks of the Government's protocol list, while personnel departments are left on their own without any resources at their disposal.

Public servants themselves should no longer be the object of only critical and negative judgements, since many of them attempt to properly discharge their responsibilities under difficult conditions that range from the lack of sanitary facilities and the dilapidated state of physical premises to the lack of working supplies, late payment of salaries, etc.

This seems to be of even greater importance since in Africa, unlike in the technologically advanced countries, skills are currently concentrated more in

With the wave of democratization that shook political regimes in Africa, it was hoped that the situation described above, which in a sense arose from historical circumstances, would be gradually redressed. While this optimistic scenario has not yet materialized, it must be acknowledged that these are recent experiences, since African countries do not yet have the benefit of the long tradition of democracy which characterizes the industrialized countries and helps to strengthen the professionalism of their public administrations.

Comprehensive and integrated administrative reform

The political will to develop a professional public service assumes firstly that the African State attaches a very high priority to human resources management and personnel policies and, secondly, that public service reform is not viewed as being separate from the general context of the redefinition of the role of the State and the new public administration. Public service reforms can be effective only if they are carried out simultaneously with other reforms of the administrative system and if they are conceived in such a way as to make them part of a process of good governance.

Re-valuation of the public service

the public sector rather than in the private sector. African States therefore have every interest in preparing an inventory of the competent human resources that are available and in establishing training facilities for competent public servants in order to make more effective use of them.

Taking into account the national and international environment

While the public service in Africa aspires to serve its users in both urban and rural areas, it is not possible to seek to promote professionalism in public servants without taking into account the socio-cultural values of Africans, especially rural Africans.

This is a difficult issue which cannot be simply glossed over as has often been done thus far. While the mistake has been not to have attempted from the outset to consolidate the State, which would have meant instilling certain profound values in the communities managed by the State, it is today urgently necessary for Africans to begin to seriously consider this subject. This review may provide an opportunity for dialogue with their partners in the

industrialized countries to examine together ways of reconciling contradictions or defining complementarities between the values of a professional public service in a modern State and the values held by users and partners of the administration, and even by public servants themselves.

The solutions that should be attempted to try to resolve this profound crisis of identity of the administration and the State are of primary importance and until such time as this grave problem of the consolidation of the public administration and of the State in the context of Africa is resolved, it will be pointless to speak of a professional and efficient civil service.

At the same time, at the international level, there is need to take into account not only the constraints of globalization but also those of international cooperation whose financial and technical assistance is still required for the implementation of reforms in the public service.

This is clearly a situation over which African Governments can have only limited control. There are, however, at least two aspects of administrative cooperation which are within their purview and which can have a positive impact on the

strengthening of professionalism. It seems legitimate, indeed, that African Governments should review the demands of their donors in the light of the demands of Africa, with a view to taking coordinating action that promotes more efficient use of the aid received.

In doing so, it is necessary to pay greater attention to the strengthening of the professionalism of public servants and to the creation of a new culture in which competence, efficiency and the public good are dominant. This is a difficult challenge that needs conviction, determination and resources to meet. It is an enormous challenge, but it can be met, provided account is taken of the values of the African continent. In order to be convinced, it suffices to observe the populations of African societies which with courage, often with humor and with an irrepressible ingeniousness face up to the constraints of underdevelopment, including the shortcomings of their public administrations.

While there are no reasons for pessimism, a good dose of realism is in fact necessary. Machiavelli was right when he noted, recalling *The Prince*, that: "There is nothing more difficult to implement and to administer than the introduction of a new order."

Public Service in Africa: Ethics⁴

Introduction

The ethical dimension of public administration has engaged the attention of scholars, donor agencies and public servants. Indeed, the concern for ethics in the public service has become a significant issue in both the developed and developing countries for a number of reasons. First, the reputation and success of a government depend upon the conduct of public functionaries and what the public believes about the conduct of the officials.

It is, therefore, of fundamental importance that public officials should act justly and fairly to one and all, not only paying lip-service to justice and fairness,

but also ensuring that these are manifestly and undoubtedly seen to be done. It is imperative that each public official, upon accepting public employment, takes cognizance of the fact that he has a special duty to be fair and impartial in his dealings with the public. The personal self-interest of officials should in all circumstances be subordinate to the public good, especially if circumstances arise where the possibility of a conflict of interest may become an ethical dilemma. The private activities of public officials ought to be of such high standards that they should not bring discredit to their posts and disrepute to the government (Chapman, 1993; Rohr, 1978; Kernaghan, 1980).

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Secondly, and more importantly, an “ethical” public service is an important component of good governance (a requirement for foreign loans) advocated by the Bretton Woods institutions and other donors without which development cannot take place in developing countries. In other words, for more effective and efficient public service institutions and use of public resources, the promotion of national integrity is paramount and crucial.

Although there is no agreement on the increase or otherwise of the level of unethical, unprofessional or corrupt behaviour, there is evidence to suggest that more publicity is now being given to such behaviour than in the past. In both the developed and developing countries, the public’s perception of widespread wrongdoing has helped to undermine public trust and confidence in governments. As a response to this widespread concern with unethical behaviour, governments all over have designed. There is no universally agreed upon definition of the term “ethics”. Some have even equated it with morality. The difference between “morality” and “ethics” is that while morality has to do with the personal conduct of the individual—his moral duties and conformity to conventional rules—ethics refers to the basic principles of the right action and to rules of conduct. (Chapman, 1993) Ethics may refer to moral characteristics that are either present or absent. Thus, an administrator, or an administrative system, is said to be either ethical or unethical. Sometimes we look for particular values, such as honesty or professionalism; but often we simply look for some sort of moral consciousness. At the same time, ethics may denote a set of characteristics that is assumed to be present, and which may take different forms. In this sense, organizations are always ethical. They only differ in the ethics they represent. An individual administrator could be considered unethical if he or she departed from the moral norms of the organization, whereas the organization or institution as a whole could not. (Rohr, 1978) What is interesting is how an individual administrator and/or an official can be expected to be ethical within a system or an organization whose operational mechanics are unethical. This is one important single source of ethical dilemmas of public officials in both the developed and developing countries.

mechanisms aimed at promoting and preserving ethical conduct by public officials. (Dwivedi, 1987; Caiden 1981)

It is against this background that this paper examines the strategies and modalities for promoting ethical behaviour values and standards and managing conduct in African public service. The paper is divided in several parts. The first part defines the concept of ethics. The second part looks at the reasons behind public interest in the behaviour of public officials. The third part discusses the ethical dilemmas facing public servants in Africa. The fourth part is devoted to examining the strategies adopted to promote ethical behaviour in African public service. The last part highlights the lessons of the paper and their implications for ethics and the public service.

What is ethics?

Another conceptual issue that needs considering in relation to ethics is that of rectitude and responsibility. Rectitude refers to individual honesty and, in the case of administrative behaviour, to the almost universal norm that public office itself shall not be used for private gain. Implied in the reliance on rectitude is the fact that it was ethics-as-rectitude that defined the boundaries of the traditional comparative corruption literature and generally provides the context for debates about the scope, content and general appropriateness of codes of ethics. (Heidenheimer, 1970; Klitgaard, 1988) However, administrative rectitude is not a problem that readily lends itself to systematic analysis. This is so because as Lippman puts it, “we can never study corruption itself, but only the exposure of corruption.” (Lippman 1930: 61)

Ethics as a responsibility refers to the question of to whom and/or to what the administrator looks for moral guidance in making, for example, complex policy choices or in exercising administrative directions. Given the wide differences across systems and cultures in this dimension, it is far more difficult to devise clear ethical standards that encompass responsibility than it is to rely on rectitude. This is so because “Once we leave the tidy world of administrative and social justice, ambiguity reigns. In most cases rights and wrongs become confused due to conflicting interpretations that are

often rooted in deep-seated socio-political cleavages.” (Ajuogu, 1983: 287)

Ethics has a macro or comprehensive meaning which could be applied to all cultures at all times, but it also has a micro or restrictive meaning related to a specific society or societal group. The macro view pertains to good or evil, right or wrong, while the micro view refers to how good or evil, right or wrong are interpreted by a specific society, societal group or even an individual. (Dwivedi, 1978)

For the purposes of this paper, ethics will refer to the character and conduct—the morals—of the human being as a public employee. Regarding the conduct of public affairs by public officials, it refers to whether the public’s business was conducted rightly or wrongly and whether the public official’s behaviour was good or bad when he/she executed his/her official duties. Ethics evaluates conduct against some supposedly absolute criteria and imposes negative or positive values upon it. These criteria can be in writing (legislation) or merely the interpretation by an individual of what is acceptable and what is not. (Chapman, 1993)

Ethical behaviour and professional competence cannot be divorced. Adhering to higher ethical standards of behaviour, but conducting the public’s business in an incompetent manner, will definitely not satisfy the public or promote the general welfare, and could prove to be just as disastrous as unethical conduct. There are, therefore, various areas for potential conflict which ought to be examined. (Caiden, 1981)

Ethical dilemmas facing public servants

In order to advance the public good, the actions of public servants—both elected and appointed—should always be in the public interest. That is, their official conduct should always be “good”, “right” and “positive”. It should, however, be kept in mind that an incompatibility may exist between ethical prescriptions and legal and regulatory prescriptions.

Public servants are expected to adhere at all times to the rules, and within the public service, ethical conduct is always subject to formal prescriptions based on the policy of the ruling party, as expressed in terms of law. If public officials do not adhere to the rules, which entails acting in accordance with the formal prescriptions of the law, it could happen that

Public interest in the behaviour of public officials

Since public officials occupy positions of trust, it is only natural that the public should be interested in their behaviour and official conduct. It is, however, also true that the interest of the public waxes and wanes depending upon whether there is a greater or lesser occurrence of misconduct by public officials and upon the information released to the public by the media. It seldom happens that the public itself actively probes into the official behaviour of appointed public officials. When it becomes general knowledge that a public official has acted unethically, for example, in the utilization of state moneys, there is usually an outcry for matters to be rectified, but in time the outcry subsides and only sporadic references to the misconduct are made. In spite of the improvement over the years in the ethical standards of public officials, the public and the press do not necessarily trust public service. (Chapman 1993; Kamto, 1997)

conflicting actions may develop into ethical dilemmas. Some of the most common ethical dilemmas with which public servants are confronted, revolve around aspects such as:

- Administrative discretion;
- Corruption;
- Nepotism;
- Conformity;
- Administrative secrecy;
- Information leaks;
- Values;
- Public accountability;
- Policy dilemmas;
- The relationship between appointed officials and elected political office bearers;
- The influence of pressure groups on the ethical conduct of public administration;
- The political activities of appointed public officials;
- The interest revealed by the public in the behaviour of public officials.

(Graham, 1974; Hanekon, 1986)

Administrative discretion

Public officials are not merely executors of public policy. They make decisions pertaining to the lives of people. In doing so they exercise discretion. The question is then how decisions are to be made to avoid ethical dilemmas. In other words, the promotion of the general welfare depends to a large extent on the use or abuse of administrative discretion. (Rohr, 1978:399) Furthermore, "he who has the state of another in his hands ought never to think of himself." (Machiavelli, 1958: 129), but ought to put the promotion of the general welfare above his/her own interest.

It is true that within the rules and regulations laid down by legislation and within the prescribed Although in most African States disclosures of unethical conduct by public officials are made from time to time, the general level of conduct of public officials is of a high standard. The majority of officials uphold the high standards required by public office and are devoted to promoting the general welfare. The ethical standards of public officials are, however, directly related to society as a whole. If the public accepts that in order to secure an expeditious response from a public official some pecuniary or other incentive is necessary and the official accepts the incentive, then the standards of ethical conduct of officials and the public are in fact in harmony from the point of view of the public. However, this may not necessarily be the case as viewed by officialdom. (Klitgaard, 1988; Heidenheimer, 1989)

The corruption of public officials by private interests is usually very subtle: favours by the public to the official under obligation and he/she gradually substitutes his/her public loyalties to those doing favours. It is quite possible that the official believes and claims that his decisions are not influenced by his/her benefactors. (McMullan, 1970; Scott, 1972)

The ethical dilemma that faces the public servant with regard to corrupt practices as result of private interests primarily concerns his/her reaction to the situation. If a corrupt practice or an attempt to corruption is discovered, it is quite possible that the official's personal loyalties or party political affiliations may be in conflict with his/her official duties. Should he/she sacrifice the public interest or try to end the corrupt practice by direct personal

procedures, there is ample opportunity for public officials to use their discretion. When faced with alternatives, the choice of the public official poses an ethical problem: the choice may be acceptable to only a small section of society. The problem is that the selection of one path of action from among several alternatives is often made on the basis of personal preference, political or other affiliations, or even personal aggrandizement, thereby disregarding known facts and thus the possibility of rational decision-making. It could well be that all the prescribed rules, regulations and procedures are adhered to but that the discretionary choice may be viewed as unethical or even corrupt. (Kernaghan, 1980, Henekon, 1986)

Corruption

confrontation, or should he blow the whistle on the practitioner of corrupt practice?

Administrative secrecy

An area which lends itself to the creation of situations and actions which could prove to become major ethical dilemmas is the secret conduct of public business. This is especially so because secrecy can provide an opportunity to cover up unethical conduct. Secrecy is an ally of corruption, and corruption is always practised in secrecy. It is generally accepted that in a democracy the people have a right to know what the government intends to do and it would be in the interest of the public for the administration of public affairs to be conducted openly. (Rowat, 1982)

Nepotism

The practice of nepotism (the appointment of relations and/or friends to public positions, thereby ignoring the merit principle) may lead to the downgrading of the quality of the public service in Africa, disrupting the *esprit de corps* and trust and resulting in corrupt administration, owing to the ability of a select few to impair control measures on account of their personal relationship with the policy-maker, and by reason of their not being easily dismissed or replaced by others. In other words, those who are appointed with the view that they will conform to the standards and views of their appointing authority could prove to be problematic. The preferential treatment of one individual over another, without taking into account the relative merit of the respective individuals, represents

nothing but victimization of an individual or individuals. The snowball effect of victimization could impair the *esprit de corps* and quality of public administration. (Chapman, 1993; Kamto, 1997)

Conformity

In general, employees tend to behave in a certain way—either because of tradition, organizational structures, oaths of office, popularity, prestige or fear, or merely because the individual is drawn toward the ethical behaviour of a group or person and strives to bring his actions into harmony with a specific model. The result of the sensitivity of the individual to acceptable and unacceptable behaviour Because public officials are expected to serve their political masters (the ministers of state) without fear or favour when tendering advice or when discharging their official duties, it implies that their actions are supposedly guided only by a disinterested pursuit of the general good. In practice this could be an ethical dilemma. Public officials are not immune to pressure by political decision-makers, especially because they have to explain the work of the various public institutions to the politicians. On the one hand, they could bend backwards to tender advice or take administrative decisions to please their political superiors and if they merely try to please their superiors, then one can indeed ask whether they will be able to accept responsibility for their official actions. On the other hand, public officials could become so powerful that they may “describe” policy to the political office-holders. (Armstrong, 1975; Hanekon, 1986)

It should, however, be pointed out that public officials are expected to conform to the principles of public administration, that is, taking into account the political ideology of the government of the day, community values and norms and prescriptions of administrative law. These principles represent the minimum standards of official conduct to which the public official has to conform. The ethical dilemma of conformism lies in injudicious conformity, over-indulgence in conformity or conformity of officials merely in their own interests—all of which could lead to inflexibility and stagnation in the administration of public affairs.

Information leaks

Official information is often of such a sensitive nature (for example, pending tax increases, re-zoning

is that as an employee he deliberately and often voluntarily tends to conform to the standards of the institution where he/she is employed. (Dwivedi, 1981; Dwivedi, 1987)

Public officials are probably in an even more difficult situation: political policy decisions and long-standing civil service traditions lead them to *act* in a specific way. Everything must be put in writing and decision-making is referred to a higher authority. They either do not want to or are not allowed to act outside the boundaries of their authority, or they retreat behind the politicians— they cannot do anything because the final decision-making power rests with the politicians.

land, retrenchment of staff) that disclosure of the information can lead to chaos, corrupt practices or, for some individuals, improper monetary gains. Leaking official information at a date prior to the public announcement thereof is a violation of procedural prescriptions and can be an ethical dilemma: the official's personal conception of what is in the public interest may vie with his official obligations. Personal views of the public good may be directly opposed to judgements on the public interest based on a democratic view. The result is that public officials may come to the conclusion that official obligations require them to act against their conscience. (Rowat, 1982; Rohr, 1978)

Values

The human being is the only living creature that can distinguish between good and bad, and right and wrong. The word “values” therefore, refers to the human being's idea of what is acceptable or unacceptable, virtuous or without virtue. Values thus indicate the importance allocated by the individual to activities, experiences or phenomena, and provide the individual with a guideline for his personal conduct. (Dwivedi, 1978)

The values held by public officials could be one of the causes of ethical dilemmas, especially because of the fallibility of man, his greed for power, personal aggrandizement, wealth and status, rather than his endeavour to render unbiased service and to adhere to professional norms. The fallibility of man can undermine the effective personal performance of the official duties of the public official and could have a spill-over effect in that the absence of moral leadership and public accountability could serve as

an example to other groups and/or individuals also to indulge in unethical practices. (Waldo, 1994)

Owing to the presence of different cultures in a country, conflicting value judgements can be made which could affect the political activities of the government and the opposition, and also directly influence the quality of the administration of public affairs. Like anyone else, public officials are affected by value judgements and generally sympathize with the values held by groups and/or individuals in society. The obligation faced by the official which It is important to bear in mind that public officials either hold or aspire to leadership positions in their respective institutions and because they freely choose to become public officials, the values of the regime are “normative” for them and are therefore also the “starting point of their ethical reflections.” (Rohr, 1978:59-60) Because of their different personal judgements, individual public officials may have different interpretations of the same societal value. This should not prove to be an embarrassment or an indication of unethical behaviour, but should rather stress the point that it is important that public officials should endeavour to understand societal values through an interpretation of and reflection on their values. (Rohr, 1978: 75)

Public accountability

What Niccolo Machiavelli once said about the behaviour of a prince also holds good for the public official: “it would be most praiseworthy... to exhibit all the...qualities that are considered good; but because they can neither be entirely possessed nor observed, for human conditions do not permit it, it is necessary...to be sufficiently prudent (to)...know how to avoid the reproach of those vices....” (Machiavelli, 1958: 84) Since public officials are the implementers of public policies, they ought to be accountable for their official actions to their superiors, the courts and the public. It is nevertheless, possible for them to hide behind prescribed procedures, the cloak of professionalism and even political office-holders.

Policy dilemmas

Policy-makers are often confronted by conflicting responsibilities. They have specific loyalties to their superiors, but also to society. They have freedom to act on behalf and in the interest of others, but they must also answer to others—their superiors and society—for their actions. The official’s obligation to

may cause a dilemma is then not to substitute his personal values for societal or community values, but rather to put the values which will benefit the society and/or community at large as his first priority. It is unfortunate that conflicting value judgements (often conflicting only in the view of the official) can lead to low morale among officials, resulting in inefficient work performance and even, in extreme cases, in malicious obedience, that is, executing policies without informing the policy-maker of the negative aspects of the policies. (Cox III *et. al.*, 1994)

respect the political process may conflict with his view on how the objects of policy-making are treated. In other words, the dilemma of the public official is the clash between his view of the public interest and the requirements of law.

Public officials are the primary interpreters and executors of public policies. The terms of legislation provide numerous points for conflict of interest and public officials can play a positive or negative role in the execution of policies. They can negate the effectiveness of a policy if they delay, obstruct or subvert implementation. If they set strategies for execution, determine priorities, establish organizational structures, provide adequate and appropriately trained personnel, select target groups, press for results and maintain safeguards, they positively influence the execution of public policy. It should also be borne in mind that public officials can influence the outcome of an evaluation by selecting specific evaluators, and by interpreting and reporting on the findings in a specific way. (Waldo, 1994; Cox III, 1994)

Relationship between appointed public officials and elected political office-holders

It is important to take cognizance of the fact that in the view of the public every appointed public official represents the government of the day; not only the department or office where he is employed, but the government at large. This view places a strain on appointed public officials in that while they have to perform their official duties without bias, their official actions are viewed with bias by section or members of the community. The relationship between appointed officials and elected political office-holders, if not conducted in a professional manner, could prove to be an area where ethical dilemmas may develop.

Pressure group influence

The demands of pressure groups (such as trade unions) usually place personal interests above national interests. In times of poor economic conditions (recession, abnormal inflation) it could well happen that pressure groups, in their endeavour to promote the well-being (salaries, promotion, prevention of retrenchment) of their members, ignore the short or long-term economic consequences of their demands, or both. Demands for substantial salary increases by a section or division of the public service may lead to similar

- The political activity of public servants resulting in divided loyalty on the part of those officials who sympathize with the views of a specific political party, or who belong to a society which fosters the political ideology of a specific political party, and which is also bound by the code of the specific political party, or by the code of the society;
- The weaning away of public officials from adhering to high ethical standards and making decisions on considerations not really salient to the case they are dealing with. One of the most important ways in which the weaning away can be accomplished can be linked to poor salaries in the public sector, that is, the acceptance of gifts or the opportunity to supplement incomes by picking up “extras” on the side; and
- Other more subtle ethical problems, such as the abuse of sick leave privileges, extended tea breaks and the violation of office rules in general.

Dilemma of the public servant

The potential areas for conflict are not necessary ethical dilemmas in themselves. It is what the public servant does when he is confronted by activities pertaining to these phenomena that could prove to be the ethical dilemma:

- Should he keep silent when he finds that administrative discretion is abused or that corruption or nepotism are practised or should he blow the whistle?
- Should he actively engage in pressure group activities because he sympathizes with their views?
- Should he actively participate in party politics?

demands by other sections or division of the public service, followed by demands of quasi-governmental institutions, followed by one section after the other of the private sector until the circle is complete—resulting in economic chaos and disaster (Hanekon, 1986).

Other problem areas

Apart from the areas of possible conflict referred to above, other problem areas from which ethical dilemmas may arise can be identified, such as:

- Or should he endeavour only to promote the public good and uphold the highest standards of public office?
- What should he do? How far can he go?

Most of the ethical dilemmas which confront the public servant stem from the way in which he conceives the interest of the public and not necessarily from his conception of good and evil, or right and wrong.

Strategies for promoting/ensuring ethical behaviour

The responsibility for maintaining standards and minimizing unethical behaviour within the public service falls on the public service itself. If properly conceived, regulations governing conflicts of interest in the public service are directed towards erecting and maintaining an administrative and management system to protect the public decision-making process. Rather than detecting and punishing the wrongdoer after the fact, such a system reduces the risk of unethical behaviour occurring in the first place. In a well-managed administrative system, the incidence of unethical behaviour would be minimized and, where it did occur, swift disciplinary action would be the norm. Focus should, therefore, be placed on reforming public service procedures and systems to make them more accountable to the public interest. In other words, in an environment of unethical behaviour, significant public service reform will prove elusive if unethical practices are ignored.

A number of measures or strategies have been adopted in African countries to fight unethical behaviour. They are discussed in the following paragraphs:

Ethics codes

One of the most important ways of ensuring positive ethical behaviour is the establishment of a public sector ethics code. The code sets out the ethos which should guide those in managerial/ leadership positions. It reminds public servants of their responsibilities to the public and requires declarations of assets and income. Yet, the codes have not met with great success, mainly because of

- The ethical environment requires political commitment and leadership, as well as broad support by civil society.

(Stapenhurst and Langseth, 1997)

Improved remuneration

The inadequacy of public sector salaries contributes greatly to unethical behaviour. Ensuring living wages is crucial to public sector efficiency and effectiveness. It is essential, of course, for public servants and the public at large to understand fully the rationale behind any major public sector pay raises, and for them to appreciate that, together with the benefit of higher pay, comes the responsibility of enhanced accountability. Raising pay with no increases in oversight could simply result in prospective job candidates paying for the privilege of obtaining a government job.

Administrative reform

Organizational change within the public service can help minimize the opportunities for unethical behaviour and practices. Such measures include:

- Improving work methods and procedures to reduce delay;
- Increasing the effectiveness of supervision to enable superior officers to check and control the work of their staff;
- Carrying out surprise checks on the work of officers;
- Instituting in-service training for public servants at all levels, together with the formulation and dissemination of clearly-defined ethical guidelines and rules of conduct;
- Developing internal financial management systems that ensure adequate and effective controls over the use of resources;

lack of enforcement. (Dwivedi, 1978; Caiden, 1981, Aye, 1997)

Establishing and maintaining ethics codes depends on a number of critical conditions:

- The ethical environment must be accepted by a broad segment of the public sector;
- The deviations must be dealt with equally and consistently across the public sector; and
- Providing channels for complaints to enable junior officials to complain about their superiors' unethical behaviour;
- Rewarding achievement, recognizing good behaviour and acclaiming role models;
- Making the necessary security arrangements to prevent unauthorized persons from having access to a department's premises; and
- Reviewing the measures taken to prevent unethical behaviour once in three to five years with the aim of introducing further improvements.

(Stapenhurst and Langseth, 1997)

A discretionary element in decision-making contains the potential for abuse. Eliminating discretionary decisions altogether, while resolving the dilemma, would be impossible and impractical. Instead, in those areas where discretion must be maintained, it would be more realistic to reduce the "monopoly power" of bureaucracy by providing rival sources of supply. For example, citizens may apply for a driver's license at any motor vehicle office. In short, it is possible to limit the scope for abuse more systematically by keeping the areas for discretion narrowly defined and by providing clear, public guidelines for the exercise of this discretion.

Disclosure of income/assets/gifts

One of the key instruments for maintaining integrity in the public service is the periodic completion by all in positions of influence of forms stating their income, assets and liabilities. Disclosure of assets and income certainly will not be accurately completed by those taking bribes. However, it will force them to record their financial position and, in so doing, lay an important building block for any subsequent prosecution. Today's evidence points to the inadequacy of any voluntary or informal system. Corruption can be reduced only if it is made a high-

risk and a low-return undertaking. (Stapenhurst and Langseth, 1997)

To whom should the disclosure be made? Disclosure may be made by politicians to the Auditor-General, to the Ombudsman or publicly to the people at large. The matters to be disclosed will differ from country to country. Clearly, this disclosure should cover all significant assets and liabilities. A few countries insist that they include a copy of the latest income tax return. Some countries extend these requirements to close blood relations, while others limit disclosure to the official and his or her spouse (although even this is contested on the grounds that a spouse should be entitled to privacy from his/her partner). In any case, laws must embody what a society regards as fair and reasonable. If not, enforcement will be impossible, therefore serving to undermine the integrity system itself.

The problem does not end with disclosure. There is also the matter of gifts received by those in public office. Gifts can take many forms—a lunch, a ticket to a sports event, an expensive watch, shares in a company, a holiday abroad, perhaps school fees for a child. Some are acceptable; others are not. What is unacceptable is excessive hospitality, such as all-expenses paid holidays for a purchasing officer and spouse. More difficult to classify are such things as lunches or festive presents; though, even here, the acceptance of seemingly trivial gifts and hospitality over time can lead to situations where an official has unwittingly become ensnared by the “donor”. The dividing line usually rests at the point where the gift places the recipient under some obligation to the gift-giver. The acceptable limit will differ from one society to another, but it can be set in monetary terms so that gifts exceeding it must be declared. (Stapenhurst and Langseth, 1997)

Policy and programme rationalization

Public programmes riddled with unethical practices can sometimes be reformed through redesign and rationalization efforts. The first option is programme elimination. Many countries have rules and regulations that, even if honestly administered, serve no broad public purpose. They can and should be discontinued. Other programmes might serve a valid function, but are not effective where unethical practices are endemic. Second, the programme’s basic purpose could be retained, but the programme may be redesigned to make it simpler and easier to monitor. For example, if economic efficiency is a

Langseth, 1997)

programme goal, then reforms could introduce legal, market-based schemes. However, simplification will not always reduce unethical behaviour on the part of either public servants or suppliers. Simplicity will work only if it is not excessively arbitrary and if senior officials or independent enforcement officials aggressively pursue measures to prevent unethical behaviour.

Finally, privatization of state-owned enterprises (SOEs) and services can reduce the opportunities for unethical behaviour, mainly because private sector accounting methods and competitive market pressures can reduce unethical practices and make them more difficult to hide. These benefits, however, must take into consideration the possible adverse effects of privatization, such as unemployment of public servants or risk of private sector monopolies.

Substantive policy reform, such as reform of the regulatory and tax systems or the elimination of unnecessary programmes, is difficult and time-consuming. It must also be geared to the needs and problems of a particular country.

Improved procurement procedures

Public service procurement procedures can be improved in the following ways:

- Procurement should be economical. It should result in the best quality of goods/services for the price paid, or the lowest price for the stipulated/acceptable quality of goods/ services; this does not necessarily mean procurement of the lowest priced or best quality goods available, but the best combination of these factors to meet the particular needs.
- Contract-award decisions should be fair and impartial. Public funds should not be used to provide favours. Standards/specifications must be non-discriminatory. suppliers/ contractors should be selected on the basis of their qualifications and the merit of their offers. There should be equal treatment of all in terms of deadlines and confidentiality.
- The process should be transparent. Procurement requirements, rules and decision-making criteria should be readily accessible to potential suppliers/contractors, preferably announced as part of the invitation to bid/make

an offer. Opening of bids should be public, and

- A sound and consistent framework is required to establish the basic principles and practices to be observed in public procurement. This can take many forms, but there is increasing awareness of the advantages of a unified Procurement Code setting out the fundamentals and supplemented by more detailed rules and regulations of the implementing agencies. A number of countries are consolidating existing laws that may have developed in haphazard fashion over many years, into such a code.

(Stapenhurst and Langseth, 1997)

Watchdog agencies

A country serious about fighting unethical practices may need to establish new public institutions to carry out functions to prevent unethical behaviour. In recent years, governments have sought to bolster detection efforts by introducing independent agencies or commissions to combat unethical behaviour, such as the office of the Ombudsman and supreme audit institutions.

Anti-corruption agencies

Given that prevention is more efficient and effective than prosecution, a small investigation and monitoring unit with appropriate authority—perhaps reporting directly to the legislative body—may be much better placed to ensure that effective preventative steps are identified and taken. To operate successfully, such an agency should possess the following:

- Committed political backing at the highest levels of government;
- Political and operational independence to investigate even the highest levels of government;
- Adequate powers of access to documentation and to question witnesses; and
- Leadership which is publicly perceived as being of the highest integrity.

From the outset, the shape and independence of a commission may well be determined by how the office-holder is appointed or removed. If the

- A decision, process, recommendation, act of omission or commission which is contrary to law, rules or regulations, or is a departure from

all decisions should be fully recorded.

appointing mechanism ensures consensus support for an appointee through parliament, rather than government, and an accountability mechanism exists outside government (for example, a parliamentary selection committee on which all major parties are represented, such as a Public Accounts Committee), the space for abuse for non-partisan activities can be minimized. (Dwivedi, 1978)

It is important that the agency has the power to freeze those assets it reasonably suspects may be held on behalf of people under investigation. It may be desirable for the agency to do so prior to getting a court order when speed is of the essence. Without this power, funds can simply be transferred electronically in a matter of minutes. This presupposes the need for a vital tool—a well thought-out and effective system for monitoring assets, income, liabilities and lifestyles of decision-makers and public service officials. (Caiden, 1981)

It is usual for an agency to have the power to seize and impound travel documents to prevent a person from fleeing the country, particularly as its power of arrest arises only when there is reasonable cause to believe that an offence has been committed. It is also customary for the agency to have the power to protect informers. In some cases, informers may be junior government officials who complain about the corrupt activities of their supervisors.

If an extravagant lifestyle is only corroborative evidence in support of a charge of actual corruption, it will not be of much use. Where a public servant in a position of profit personally is enjoying a lifestyle wholly out of line with his or her known income, it is thought in some countries not to be unreasonable for the individual to be required to provide an acceptable explanation for his or her wealth, as is the case, for example, in Hong Kong. (Stapenhurst and Langseth, 1997)

The Ombudsman

The Ombudsman constitutes an office that independently receives and investigates allegations of maladministration. The primary function of the Ombudsman is to examine:

established practice or procedure, is perverse, arbitrary, unjust, biased, oppressive or discriminatory; or, involves the exercise of

powers motivated by bribery, jobbery, favouritism, nepotism or administrative excess; and

- Neglect, inattention, delay, incompetence, inefficiency and ineptitude in the administration or discharge of duties and responsibilities.

As a high-profile, constitutional institution, the office of the Ombudsman is potentially better able to resist improper pressure from the executive than are other bodies. It can perform an auditing function to stimulate information flows to reveal and constrain the limits of unethical behaviour in government. The confidentiality of these procedures gives the office an added advantage in providing a shield against the possible intimidation of informants and complainants. The office of the Ombudsman also acts to prevent unethical practices and maladministration. It can recommend improvements to procedures and practices and act as an incentive for public officials to keep their files in order at all times. The office of the Ombudsman should be responsible for its own budget and not subordinate for funding to another, larger department. With a lack of resources to fulfil the mandate of the post, it is often only “the will of the Ombudsman” that sustains the office-holder in the job. This undesirable situation should be addressed when reforming a country’s integrity system. (Doig, 1995)

Supreme audit institutions

Responsible internal financial management is crucial to national integrity, but supreme audit institutions are in many ways the linchpin of a country’s integrity system. As the agency responsible for auditing government income and expenditure, the supreme audit institution acts as a watch-dog over financial integrity and credibility of reported information (as well as “performance” or “value for money” auditing). While supreme auditing institutions can vary from country to country—for example, in Anglo-saxon countries this institution is the Auditor-

Vibrant civil society institutions such as churches, political parties, pressure groups and other non-governmental organizations, as well as the media, can provide an effective oversight role in combatting unethical practices. However, in Africa, civil society does not yet present a strong countervailing force to the State. The independent media continue to struggle with an unfriendly legal system, slender

General, while in many French-speaking countries it is the *Cours de Comptes*. (Stepanhurst and Langseth, 1997)

The responsibilities of the office of the Auditor-General also include ensuring that the executive complies with the will of the legislature, as expressed through parliamentary appropriations; promotes efficiency and cost-effectiveness of government programmes; and prevents corruption through the development of financial and auditing procedures designed to reduce the incidence of corruption and increase the likelihood of its detection.

The supreme audit institution is of such significance that it warrants special provisions concerning appointment and removal procedures, and the protection of the office-holder’s independence from the control of the governing party, politicians and senior public servants. Ideally, the issues of selection, accountability and authority can be incorporated into a country’s constitution.

To be effective, any external auditor must be devoid of accountability to, or susceptible to pressures from, the clients or institutions being audited. The office should not be a part of, or managed by, a government department it has to audit. To be so would create a systemic conflict of interest and open the door to forms of mismanagement. The supreme audit institution’s clients are the parliament (or comparable bodies) and its subjects are the public officials entrusted with public expenditure.

Unfortunately, the office of Auditor-General can be particularly vulnerable to pressure from its clients and, in the majority of cases, the executive branch. To assure independence, the office should have relative freedom to manage the department’s budget, and to hire and assign competent professional staff. The latter is important if it is to maintain its ability to match the capability of senior officials in government. (Stepanhurst and Langseth, 1997; Doig, 1995)

Civil society institutions and the media

resources and government machinations designed to circumvent constitutional guarantees of free speech. The courts have expanded the scope of already strict criminal libel laws and have shown themselves eager to punish journalists who run afoul of the powers that be. Consequently, there is little in civil society, the media and even in constitutions capable of

compelling a significant degree of governmental openness, accountability and ethical behaviour.

Conclusion: lessons learned

This paper has shown that those who are employed in the public service are supposed to devote their attention to the promotion of the general welfare and not to their personal aggrandizement. Their official activities are supposed to be always “good”, “right” and “positive”, which means they should steer clear of the abuse of administrative discretion and unethical conduct, such as the practice of corruption, nepotism or conformity in order to enhance their own positions.

Because there is a public trust, public officials should not leak official information, but rather practice administrative secrecy—not for the sake of secrecy or to cover up maladministration, but in the interest of the State. Furthermore, public officials should recognize the values of society and its communities and not substitute their own value choices for those of the society. In other words, they should in all respects be publicly accountable for their actions, even to the extent of their personal relationships with elected political office-holders (their political masters), their relationships with pressure groups, their political activities and the supplementing of their incomes.

In modern pluralistic societies, the definition of what is fair, just, right, wrong, moral and equitable is diverse. As result, there are many ways of looking at the administrative issues in African countries. Individual ethics in a word is therefore, a necessary but not significant condition for trustworthy action in public administration. What is needed is an ethic of positive action, a process that compels the individual official to consciously confront his or her values. In other words, public servants in African countries need to know what is regarded as acceptable and what is not. It is doubtful that an

Finally, maintaining ethical standards in the public service demands the promotion of a national integrity system that must be politically inclusive and citizen-friendly as circumstances allow. This requires:

- A committed political leadership that shows its commitment by willingly submitting to a comprehensive monitoring of assets, incomes, liabilities and life-styles;

individual can adequately function in a job without the appropriate ethical base. (Bailey, 1964)

The importance of this lies in the fact that the public not only wants but also deserves greater assurance that a government organization conducts its affairs with probity. Moreover, as public administration becomes central to society, the question of public confidence cannot be left to chance. This implies that government organizations have to provide through their procedures a professional basis for guidance by formulating and implementing meaningful codes of conduct.

Apart from the intrinsic value involved in the process of formulating and developing standards themselves, the works of Caiden (1981), Dwivedi (1978; 1987), Chapman (1993), Kernaghan (1974; 1993), Ayee (1997) and Kamto (1997) point out several worthwhile suggestions that have appeared in contemporary literature in support of standards. Therefore, to ensure positive ethical behaviour, ethics codes must be built around the organizational life of public institutions and made living documents which should be adhered to and enforced. With the appropriate leadership, it is hoped that this will bring about a climate of integrity and ethical practice in public establishments in African countries.

It must be emphasized that codes, when created, need to be communicated and that officials of all ranks should know the limits of acceptable conduct and have an institutional standard against which to refuse unethical requests. Further, it should be noted that the mere presence of codes of conduct can be misleading if they are not enforced and made a meaningful part of everyday management.

If public officials take their ethical behaviour seriously and steer clear of the ethical dilemmas which could originate from the areas noted, dynamic public administration is possible and government can continue, irrespective of the waxing and waning of public interest in the activities of public officials.

- Participation by public service unions and other employees' groups;
- Involvement of professional groups as well as community and religious leaders; and
- Public involvement and participation in the reform process, with proposed changes debated widely to generate a sense of ownership among

the public and reinforce the values embodied in reform.

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Discussion⁵

Introduction

The presentation by Professor Joseph Ayee has highlighted the need for ethical standards in the Public Service. I want to congratulate him for his well thought out and provocative paper. I fully subscribe to the main points, arguments and recommendations contained in all the five sections of this paper. As a discussant, I will limit my response to issues raised in relation to ethical dilemmas faced by public officials drawing from lessons learnt in Uganda, thus linking the issue of ethics to overall operations of governments.

Public officials become members of the public Service from a voluntary choice of employment and not compulsion. By becoming a public official, an individual assumes privileges and obligations essential in the

A public servant should not behave as a chief, boss or a commander of the people. What a citizen is entitled to should not require begging, bribing or coming for a simple service to a public office repeatedly because "the officer with the key or file is not available." Otherwise, such bureaucracy is oppressive and insensitive to the rights of the people and turns public service officials into little kings.

Administrative discretion

Ethical obligations are important because they create and maintain standards that create opportunity for improved performance. Rules of ethics ensure that public officials exercise discretionary powers with equity, impartiality, objectivity and integrity.

In executing public policy and programmes, public officials exercise discretion. This discretion allows one to choose the best alternatives that satisfy the majority.

conduct of public affairs. Codes of ethics sets standards of behaviour or conduct required of the leaders managing public affairs.

Ethics focus on the right and wrong behaviour of public officials by being fair and just in meeting society's expectations. Ethical standards/values call for discipline, integrity, dedication, loyalty, impartiality, professionalism, accountability, financial credibility, etc. However, despite the existence of code of ethics, unethical behaviour continues to plague our public services in the form of corruption (bribery fraud, embezzlement etc.); abuse of office and power; violation of human rights; immorality in public and private life; wars and armed conflicts; poverty and underdevelopment; absence of adequate policies and absence of enforcement of codes of conduct/ethics. Nevertheless, the rational decision taken cannot meet the expectations of every citizen, and there are losers and gainers in every decision taken. So long as the discretionary decision caters for the interests of the majority, then unethical behaviour is reduced.

Administrative discretion is part and parcel of management and, therefore, cannot be avoided. However, it has to be based on well-researched information to enable one to decide wisely. This is one of the tasks of my Ministry. I have to work with the Ministry of Public Service and the Inspectorate of Government to ensure that public servants are really servants of the people and carry out their duties in full conformity with the Code of Conduct and have respect for equality and rights of every citizen.

Corruption

⁵ H.E. Ms. Miria K. Matembe, Minister of Ethics and Integrity, Kampala, Uganda.

I agree with Professor Ayee that most public officials uphold the standards of public office and are devoted to promoting the general welfare of the people. I also agree that the ethical standards of public officials are directly related to society as a whole and are in fact in harmony from the point of view of the public.

However, there are bureaucratic processes in the course of routine government business that reflect corrupt tendencies. These include bribes solicited; documents removed from files; fraudulent use of government facilities such as stationery or telephones; payment for letters of recommendation for business transactions; kickbacks; false travel documents; ghost workers on payroll for salary fraud; and pure embezzlement of public funds.

With fraud, there has been an outcry against public officials who have presented false bills on telephones, electricity, import and export tax to the public, etc. We have also identified malpractices in educational institutions related to student intake, school fees and examination leakage. In the health sector there has been mention of abuse and neglect of patients and stealing of drugs. In some countries these unethical behaviours

As proposed by Professor Ayee, it is my view that we can overcome survival corruption through improved terms and conditions of service and administrative reform measures. This would leave governments to handle "corruption by greed" at the political and top echelons of the public service.

It has been observed that most governments in Africa are trying to improve terms and conditions of service for public officials by raising pay and introducing performance-related incentive schemes. In addition, most African countries undertaking structural adjustment programmes are liberalizing their economies to reduce the State role as employer, consumer, producer and regulator and to increase efficiency, transparency and accountability in the conduct of government business.

I also concur with the Professor when he highlighted the role of civil society institutions such as the churches, pressure groups and other non-governmental organizations plus the media in combatting unethical practices in African public services. However, the civil society must participate in the fight against corruption by refraining from corrupting public officials in the name of prompt service delivery and by exposing corrupt officials.

appear to be institutionalized and have acquired a degree of acceptance.

To improve the situation and reverse the trend, the NRM Government started putting the politics of the country on the right course through democratization and decentralization of power to local governments, establishing security of persons and property. These have created a conducive environment in which the public officials operate. In addition, the new constitution promulgated in 1995 enshrined national objectives and principles to guide all organs and agencies of the State in taking and carrying out any policy decision for the establishment of a just, free and democratic society.

The constitution also established control mechanisms for streamlining the public service in the performance of its duties. These include the Parliament (Parliament Accounts Committee), the Inspector General of Government and the Auditor-General and called for the establishment of a Leadership Code. Still, this alone does not suffice. The people directly involved in the public service have to be convinced that there is a need for high standards. An environment has to be created where all people are willing and committed to work for the public good.

The war against corruption cannot succeed if the community has come to accept it as a way of life. Therefore, public awareness of the evils of corruption and its implication on the economic and social structures of the society needs to be aroused. This could be done through programmes where traditional values of honesty, propriety and accountability are used in the media for education and entertainment purposes. Each individual in society must be willing to play the role of "a whistle blower." These efforts may be supplemented by other methods, such as educational pamphlets, drama, posters, seminars, workshops and symposia.

In the fight against corruption, there must be a strong partnership with the media to expose those who are corrupt at all levels of the public service. In Uganda, a number of cases have been reported by the media, but unfortunately, the culprits in most cases have gone unpunished.

In addition, government institutions like the police, the judiciary, the ombudsman and special committees need to be strengthened to provide checks and balances and to ensure that there is sobriety both in the political system and in society as a whole.

Administrative secrecy

In my view there is no ethical dilemma arising from secret conduct of public business in countries where ownership of information is no longer a preserve of the State. With the liberalization of the mass media, through private radio and television stations, the opportunities to cover up unethical behaviour have been reduced.

Article 41 of the 1995 Uganda Constitution gives the citizens the right to access information in the possession of the State or any of its organs, provided it is not likely to prejudice the security or sovereignty of the State or interfere with the privacy of the individual.

Although there is access to information, not every aspect of administration can be conducted openly, as asserted by Rewat 1982 quoted in the paper. There are documents in government files which may prejudice the security or integrity of the State if leaked. The leaking of confidential documents and reports is a serious form of

Another dimension of nepotism that is manifesting itself in our countries is the global trend in the appointment of international experts. My observation is that most of them are coming from the "North" and often working experience with an international organization or in a developing country is required. These requirements are unethical as they eliminate most of our national experts who have not been internationally exposed. One way of enhancing merit is for everybody to adopt a strategy of Equal Employment Opportunities (EEO) through open competition.

Conformity

In view of the public service reforms and administrative changes, the public service has become less conformist and more reformist and adoptable to the new changes. Because of these new changes, there is a paradigm shift from the traditional way of managing public affairs to a new system of public administration which emphasises results-oriented management, poverty eradication, gender issues and improved service delivery. This new management system tends to dilute the ethical dilemma arising out of conformity.

Public accountability

As Professor Aye states, responsible and accountable governments must be managed by responsible and accountable public officials. Ethics in the public service, therefore, increases transparency of government, enhances its legitimacy and image.

All public officials are assumed to have a moral authority and responsibility to do their jobs in a

unethical behaviour that public servants are required to refrain from. It must, however, be noted that where there is injustice, there will be information leaks as a reaction. In some cases, information leaks may be healthy in the fight against corruption as our society does not culturally accept corruption.

Nepotism

In African countries, with more democratization and privatization going on, we expect nepotism to decline gradually. However, there is also a new global dimension in the application of the principle of 'affirmative action' in order to address the historically disadvantaged groups. The Uganda Constitution (Article 21) allows Parliament to enact laws aimed at redressing social, economic, educational or other imbalances in society. This means that besides merit, the principles of balancing other interests must be taken into account. To an extent, therefore, merit may be sacrificed.

transparent manner. In order to avoid ethical dilemmas arising from lack of accountability to the public, public officials should carry out wider consultations with the stakeholders, provide access to information to the public and have clearly defined parameters of operation. In Uganda, the Central Government is now responsible for policy formulation, monitoring and evaluation, while the local governments are responsible for policy implementation and service delivery.

Our internal and external partners in development (donor community) are an influence in enforcing transparency and accountability in the conduct of government business, by demanding the creation of an appropriate environment for good governance as a pre-condition for enhanced investment in government projects. Public officials, therefore, may have no alternative but to develop a culture of transparency and accountability in conducting government business.

The way forward

The challenge to political leaders and senior public officials is the re-awakening of the observance of code of conduct. Public officials should be made to consciously subscribe to the code of conduct and its observance should be made honourable. Towards this effort, the Government of Uganda has created the Ministry of Ethics and Integrity (my Ministry) and is in the process of reviewing the Code of Conduct for the public service.

Political leaders should aim at promoting and supporting ethical standards in the public service through their own example. As role models, our actions

should be consistent down through the different sectors and levels of society. Ethics promotion must go together with promotion of democracy, human rights, education and development.

The values of government, the values of the nation and the aspirations of the people ought to become the values and aspirations of the public service. This is the great challenge we have in Uganda and most probably in the Governments should set clear ethical standards, communicate them to society and enforce them by rewarding observance and punishing offenders. Government should encourage the promotion of African cultural values and norms that fight unethical behaviour and inculcate them in the young people at a tender age, which in the long run will contribute to greater accountability. We should define the values, the principles and the criteria that need to be established in society. Such values might include the following:

- God-loving and God-fearing people and policies (our national motto is “For God and my country”);
- True patriotism for the country;
- A true and lasting culture of peace among people, love for peaceful resolution of conflicts, peaceful coexistence, tolerance and appreciation of unity in diversity, elimination of prejudice;
- Equality and non-discrimination of all peoples;
- Social justice for all, especially the vulnerable sections of society, such as women, children, persons with disabilities, refugees, older people, the sick, persons with HIV/AIDS;
- Respect for human rights of all;
- Appreciation of democracy and freedom;
- Transparency and accountability;
- Development mind and way of life;
- True sense of ethical standards and knowing what and should be done and what should not be done;
- Respect for a genuine and liberating cultural values heritage;
- Responsible citizenship: knowing one’s civic obligations and loving to fulfil them.

Such values should eliminate:

- Corruption, bribery, fraud, embezzlement etc.;
- Abuse of office and power;
- Violation of human rights;

whole of Africa. Politicians and senior public officials have an important role in influencing society, establishing and maintaining appropriate standards and ethical behaviour. By so doing, the role, professional performance and prestige of the public service will be enhanced.

- Immorality in public and private life;
- Wars and armed conflicts;
- Poverty and underdevelopment;
- Absence of adequate policies and codes of conduct;

Before I conclude, let me make reference to the guidelines adopted recently by the OECD member countries to improve ethical standards in their civil service systems.⁶ It is my belief that although we have different cultural political and administrative environments, we often confront similar ethical challenges which may call for similar responses.

Conclusion

In conclusion, I wish to state that the public service is only a part of the entire government system. To deal with it ably, there is need to link it with the whole of government to ensure positive ethical behaviour. Ethics codes must be built around the organizational life of public institutions and made living documents which should be adhered to and enforced. It is only when the political leaders, senior public servants, civil society and the citizens as a whole are empowered in ethical behaviour, policies and values that the public service can truly improve. The executive, parliament, the judiciary, constitutional bodies and local governments all need to emphasize ethical standards within themselves and their structures.

In Uganda the political will to build ethics in the public service is reflected at the highest level. H.E. the President of the Republic of Uganda said, “a corrupt public service would be disastrous for the country’s recovery. Those who are undisciplined and who do not follow central guidance, even if well intentioned, cause problems for the Movement.” (New Vision Newspaper of Monday, 7 December 1998)

⁶ See Annex 3.

Public servants are regarded as custodians of the public trust and as such must adhere to high standards of morality. Abuse of public office needs to be more consistently sanctioned, condemned and punished. The shame and disgrace society accords unethical conduct in public office should be definitive and deterrent. This conference is, therefore, most timely and important. What we share should be a challenge to each of our nations. I assure you that the Uganda Government is committed to ethics and integrity not only in its public service, but in all organs and sections of society. Any sharing and advice on this challenge is, therefore, most welcome.

Sanctions and punishments of offenders should, therefore, be harsher for the leaders of public life at the political and senior echelons of the public service than at the lower level of society. Justice must be seen to be done at all times.

Distinguished delegates, you may wish to discuss how holders of public office can take decisions solely in terms of public interest; how to develop parameters to guide public officials in their work; how to strengthen civil society to exercise the powers of recall of their undisciplined leaders and to ensure that the media plays an active role in 'policing' the public service.

Thank you.

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Annexes

Annex 1

Statement of H.E. El Houssine Aziz

Minister of Civil Service and Administrative Reform of the Kingdom of Morocco and President of the CAFRAD Governing Board

Your Excellencies, ladies and gentlemen,

It gives me great pleasure to welcome you all to this opening session of the Second Biennial Pan-African Conference of Ministers of Civil Service. It is an eventful opportunity to see African administrative officials meet again to discuss the best ways to enhance the administrative and management systems adopted in their continent. On this occasion, I would like to express the pride of the King and the people of Morocco to see this meeting of the African administrative family being renewed again on its territory and in its capital, which has a long tradition of hosting meetings dedicated to laying down the common preoccupations of African peoples and governments.

I would particularly like to greet and express my gratitude to my brothers the African Ministers for responding to the invitation addressed to them by the African Training and Research Center in Administration for Development (CAFRAD) and for participating in person in the conference deliberations. I express my thanks to the United Nations Department of Economic and Social Affairs for the support it has given to CAFRAD in the organization of this conference. I also welcome the members of the diplomatic corps, as well as the representatives of the various international institutions and specialised organizations who are present.

Our first conference, held in Tangier in mid-June 1994, gave us a valuable opportunity to explore the areas of cooperation among African countries in the field of civil service and administrative reform and to emphasize the

Our continent is surrounded and penetrated from all directions by the new waves of globalization, strong competitiveness and the technological and information revolution. These changes have not given most African countries the time to complete building the basis for their administration and lay down the necessary socio-economic conditions to cope with the ongoing transmutations. Such a situation places even more accountability on African governments towards their peoples, especially for the accomplishment of education and health development programmes. However, the

importance of elaborating a common, renewed and developed perspective of how to approach administrative development in our continent and how to link it to the multi-dimensional socio-economic development issues. It was also a favourable opportunity to draw the attention of international institutions and specialized organizations, in order to mobilize further support and assistance to African administrations to help them enhance their capacities in implementing general policies elaborated in response to local community needs. In this regard, the Tangier Declaration was a profound message to the international community resulting in the United Nations General Assembly adopting resolution 225/50, which stresses the essential role of public administration in the development process and the necessity to reinforce all aspects of support and technical assistance to developing countries, among which, naturally, are the African countries.

With this second conference, we affirm today our determination to carry on working together in looking into administrative reform issues to share our experiences and exchange viewpoints on the effectiveness of reform policies adopted in our continent in view of the nature of the problems facing our societies. In this connection, I am confident that the topic chosen for this second conference—"African Civil Service: New Challenges, Professionalism and Ethics"—reveals a willingness to place the issue of promoting African civil service systems and reforming administrative management structures and policies within the deep changes which the world is undergoing. financial means and technical and technological possibilities available to most African countries do not always allow for high growth rates to meet the social demands expressed by large segments of the population.

Mobilization of human resources for development is hindered by the financial policies which are based on containing deficit and continuous cutting down on running expenditure. Given such structural constraints, it became necessary for us, ministers of civil service and administrative reform, to think of fresh starts to improve and upgrade our administrative institutions and see to it

that administrative reform policies in our continent adapt to present requirements. This is exactly what we aim at in this conference, i.e., to pose ethics and professionalism as two main requirements for the reform of African civil service.

Development cannot be pursued in the presence of administrative corruption. Therefore, it is high time we put the enhancement of ethics, the spread of transparency and the clarification of values at the forefront of African administrative policies. Whatever the nature and seriousness of the problems facing our administrations, no matter how strong social restrictions and cultural beliefs are and despite their ability to disrupt administrative institutions, nothing would lessen the need for African administrations to abide by ethical norms of conduct. Indeed, the establishment and reinforcement of trust between the administration and the citizens, as well as the establishment of new relationships with the private sector, will help to prepare a conducive environment for the African enterprise to participate in the development efforts.

The involvement of African administrations in policies aiming at imposing ethics in administrative life and the establishment of new cultural behaviour stemming from the African heritage will speed up the process of attracting foreign investments to strengthen the existing infrastructure and to complete the building up of local economies in our continent. Inculcating the principles of public interest, seeing to it that the administration abides by the law and the preservation of public funds will help to found new relations between African administrations and their environment in the perspective of enhancing governance.

You would certainly share my view that the management capacities of our African administrations are below the aspirations of our political leaders and below the This charter aims at sensitizing civil servants from all grades and steps on their vital role in implementing administrative reform. This charter of good governance defines three directions for the reform: ethical values, modernization and communication.

Finally, I would like to again express my sincere gratitude to the United Nations Department of Economic and Social Affairs for its contribution to the organization of this conference. We highly appreciate the continued cooperation between this Department and CAFRAD for the organization of the Biennial Pan-African Conference of Ministers of Civil Service, and we

expectations of our peoples. In spite of the modernization efforts here and there, the capacities of the administrative structures in our countries are still very weak in general. It is small wonder that the professional dimension is almost absent in our administrative policies, either at the level of recruitment and training of potential civil servants, or at the level of managing administrative careers for civil servants.

By emphasizing professionalism in this conference, we focus our awareness on the need to upgrade the technical competence of our administrative staff and the importance of considering administrative work as an area of professionalism. At the same time, we emphasize the administration's responsibility in performing its duties, which calls for a global review of the recruitment and human resources management policies. On the other hand, emphasizing professional aspects will help to enhance the accountability function within African administrations, which will pave the way for a modern administration capable of assuming its role.

Like many African countries, Morocco is trying, under the leadership of His Majesty King Hassan II, may God glorify him, to go steadily about modernizing its public administration. My country's administrative reform policy is based on the following major axes:

- Strengthening administrative deconcentration in response to territorial decentralization policy;
- Modernizing human resources management with a view to improving the efficiency of public services and encouraging change in its management mechanisms;
- Reforming and modernizing civil service legislation and adapting staff regulations to the development of public administration missions.

hope that this cooperation will be reinforced in the future.

I am quite confident that the ideas and viewpoints of all the participants will no doubt contribute to strengthening measures aimed at establishing ethical and professional values within the various civil service systems in Africa. Together we will be able to make practical, effective recommendations worthy of being presented to our respective governments.

May God guide us in our pursuits to serve our administrations, peoples and leaders.

Thank you

Annex 2

Statement by Dr. Mohammad Ahmad Wali Director-General of CAFRAD

Your Excellencies, ladies and gentlemen,

It is my honour and privilege to welcome you to this Second Biennial Pan-African Conference of Ministers of Civil Service, which has been declared opened by His Excellency the Prime Minister, Mr. Abderrahmane Youssoufi.

The theme of this conference is of particular significance, coming at this crucial time when all the continents of the world are getting prepared for the challenges of the new millennium. In particular, the image of the African public service is a subject which has acquired importance of its own over the years.

Serious attention is now being given to ethical and professional questions in the public services. From Western to Eastern and Central Europe, from Africa to Latin America, and from America to Asia and to Australia—all the continents are focusing on ethical values and professionalism. From the United Nations to the World Bank, from OECD to ECA and CAFRAD, and from EUROPA to CLAD—all these institutions are paying particular attention to issues of ethical violations. The image of the public service has been shattered and it needs rescuing.

In this connection, conferences and seminars at national and international levels have been organized and are being organized for sensitization and review, principally to contain ethical violation and enhance professionalism. For example:

- In 1991, under the Special Action Programme for Administration and Management in Africa, a Senior Policy Seminar was jointly organized by ECA and AAPAM, entitled: "Ethics and Accountability in African Public Services."
- Subsequently, ethical issues were discussed by the 17th Meeting of Ministers of ECA in May 1991.
- The 1996 Annual conference of IASIA, which took place in Durban, South Africa, was devoted to the examination of "Professionalism and Ethical

All these efforts coming from all corners of the globe are good signs that serious attempts are being vigorously pursued to appreciate the nature and dimension of ethical problems in the public sector with a view to eliminating or minimizing them. With globalization and

Conduct for Public Servants: Challenge for the Twenty-first Century.

- In September 1997, the Annual Conference of EGPA held in Leuven, Belgium was devoted to "Ethics and Accountability in the Context of Governance and New Management."
- Similarly, the 13th Meeting of Experts on the United Nations Programme in Public Administration and Finance devoted a session for serious discussion on ethical values and standards in the public service.
- In November 1997, the United Nations Department of Economic and Social Affairs, UNDP and the Government of Greece organized a ministerial conference for Central and Eastern European countries on the theme of ethical values and standards.
- In the same vein, in November 1997, OECD organized a symposium in Paris on "Ethics in the Public Sector: Challenges and Opportunities for OECD Countries."
- A similar conference on public administration took place in October in Venezuela, organized by CLAD with the support of United Nations, UNDP and the World Bank, and a special session was devoted to ethical values and standards.
- The World Bank Development Report of 1997 devotes considerable amount of space analyzing problems and causes of anti-ethical behaviour, principally corruption.

It is in this context, therefore, that CAFRAD is organizing the Second Pan-African Conference of Ministers of Civil Service in collaboration with the Government of the Kingdom of Morocco and the United Nations Department of Economic and Social Affairs on the theme of "Ethical Values in the Public Service."

information technology permeating every corner of the globe, ethical violations, if not arrested, will pose more serious dangers than hitherto. Violation of, or absence of, these values has been responsible for political instability in most African countries. Most of the

existing governments have accused their predecessors of corruption, inefficiency, lack of transparency and dishonesty in handling development questions. Thus, the sooner the problem is arrested the better.

Yet, it should be recognized that every country in Africa has some ethical code of conduct for public servants. However, in spite of the existence of such codes, ethical problems seem to defy solution. It is our expectation that this conference will address this critical issue. May we be frank and honest with ourselves and tolerant of criticism, and may we acknowledge the bitter truth about our situation. This way, the conference can achieve its objectives.

Specifically, the objectives of the Second Pan-African Conference are to:

- Examine the changing role of the public service in Africa;
- Consider measures to rejuvenate leadership and professionalism;
- Affirm ethical values, standards and management tools to enhance integrity and combat corruption.

Allow me now to provide you with an overview of the last conference. Thirty-three countries and thirteen international organizations participated in the first conference. Apart from the main text of the Tangier Declaration, four concrete and specific proposals were made:

- Institutionalizing the Pan-African Conference of Ministers of Civil Service;
- Declaring 1994 as Africa's Civil Service Year and 23 June of every year as Africa Day of Administration and Civil Service;
- Establishing an award for excellence in public administration and management;
- Promoting inter-African cooperation in civil service and administrative reforms.

As regards establishing an award for excellence in public administration and management, all necessary arrangements have been completed, and the Governing Board of CAFRAD will consider the modalities for its establishment immediately after this conference. I hope very much that the award will come into effect by next year.

Similarly, on promoting inter-African cooperation in civil service, the Governing Board of CAFRAD had approved an exchange programme of senior public

I am pleased to say that with this second biennial meeting, the Pan-African Conference of Ministers of Civil Service has been institutionalized beyond any doubt.

On the commemoration of the Civil Service Day, I am glad to announce that several African countries have celebrated the Day since 1995. We have received reports from the following countries: Algeria (1998), Benin (1995), Burkina Faso (1997), Cameroon (1995 and 1996), Cape Verde (1997), the Democratic Republic of Congo (1998), Gambia (1998), Ghana (1995, 1996, 1997 and 1998), Morocco (1995, 1996, 1997 and 1998), Sierra Leone (1995 and 1996), Togo (1995) and Uganda (1997).

In particular, mention should be made of Governments of Ghana and Uganda for the spectacular ways in which they celebrated the occasion. All these have been reported in our CAFRAD News and now published in a document entitled *Civil Service Day in Africa*. We believe civil servants deserve support and encouragement in discharging their enormous responsibility to the people.

There has been very little attempt so far to recognise the tremendous efforts of the civil servants and the role they have been playing in moving the African countries forward in spite of political instability and in the face of socio-economic problems accompanying changes in the internal and global environment.

We have found that public servants in Africa have the skills, energy and determination to deliver efficient and effective services in line with people's aspirations. However, a conducive atmosphere coupled with purposeful leadership is very much required to release such skills and energy for the benefit of society.

It is our hope that serious attention will be given to enhancing the commemoration of the Civil Service Day, thereby sensitizing the public service to their role, on the one hand, and the public to the role of the civil service, on the other.

servants, whereby few civil servants of one country would serve in the civil service of another country for a duration of one to two years. The protocol agreement of the programme will be ratified by the Governing Board of CAFRAD in December for immediate implementation.

In line with the text of the Tangier Declaration, CAFRAD will produce, from 1999, an Annual African Governance Report to examine practices of good governance in the continent with a view to improving

the situation. Specifically, the report will investigate the following governance indicators:

- Democracy;
- Rule of law, justice and equity;
- Separation of powers;
- Elections and political participation;
- Human rights;
- Accountability and transparency;
- Ethics of governmental institutions;
- Administrative capacity;
- Social services;
- Decentralization;
- Gender issues;
- Civil society;
- Public-private partnership and globalization trends.

This gigantic project will be pursued in collaboration with our partners.

Furthermore, in the spirit of the Tangier Declaration, CAFRAD will be hosting in October 1999 a Forum of Directors of Regional Development Institutions in Africa to review the implementation of various development programmes in Africa, and in particular, the implementation of the Tokyo Declarations on African Development.

African governments and African regional institutions must work together to find solutions to their unique problems. The time to act is now, before we move into Yet, in order to discharge this function adequately, the civil service must respond in a meaningful way to the criticisms most often level against it by analysts, who have characterized it as inefficient, ineffective, incompetent, corrupt, unaccountable, irresponsive and unproductive.

These characterizations, it should be stated, have been going on since the late 1960s culminating in the pervading administrative reforms of 1970s and the World Bank prescriptive Structural Adjustment Programmes of the 1980s and the World Bank, UN and UNDP-sponsored programme of good governance of the 1990s. This negative image needs to be addressed seriously so that we enter a new millennium with a new and enhanced image of public service in Africa.

the next millennium, when globalization and information technology will change the way we do things.

Since the last conference, there have been changes and new positive developments in Africa in term of administrative reforms. Everywhere, civil service is being reformed, capacity is being enhanced and new orientation to service delivery is being adopted.

Citizens everywhere are talking about democracy and are in fact demanding democratization of governmental institutions. Civil society actors are articulating their views and participating actively in the political process. The wind of change blowing in Africa for democratization knows no boundary. It is about party politics, competitive election, separation of power, human rights and timely provision of social services. We see increased private sector participation in domestic economic activity, the promotion of regional co-operation and integration, and the detrimental effects of humanitarian emergencies on Africa's socio-economic development.

Economically, the situation has not improved. Although the forecast by the IMF and the World Bank seems to suggest some improvement, the UNDP Human Development report shows a different picture.

In all this, it should be acknowledged that unless the economic condition of the ordinary citizen in Africa is improved, democracy, and its attendant values might elude us. In this, I say categorically that civil servants have a very important role to play not necessarily as direct producers, but as facilitators of economic development initiatives.

The goal of the Tangier Declaration is to bring all African Ministers of Civil Service together, irrespective of language or regional difference for one common goal—revitalizing the civil service in Africa as a necessary condition for improving the socio-economic condition of the continent.

In order to achieve this goal, CAFRAD is organizing a leadership forum to enable ministers, policy-makers, parliamentarians and permanent secretaries, directors-general to review contemporary requirements of leadership in Africa. The forum will provide ample opportunities for leaders to exchange ideas on common problems, with a view to confronting the challenges of development in Africa.

As the first conference had made an important declaration, and the ideas are being vigorously

implemented, we are confident that this conference will take even more imaginative decisions to ensure the revitalization of the African civil service. African civil service as a whole, looks upon the African ministers of civil service to come up with a declaration that is capable of restoring its shattered image and bringing it into focus to cope with new challenges and new realities of the 21st century.

Although this is a pan-African conference, the whole world is watching. Is it going to be like other conferences organized just for the sake of producing reports, or is it going to be a conference with a difference?

I believe, from the bottom of my heart, that this conference will be different. I am confident that the you are determined to face the new challenges and chart a new course of professionalism and ethical sustenance for civil service in Africa.

Permit me to register again my sincere gratitude to the Government of His Majesty King Hassan II for hosting this conference for the second time. It is, to say the least, a testimony of its determination to contribute its quota towards the progress of Africa. In particular, I would like to express our gratitude to His Excellency, the Prime Minister of the Kingdom of Morocco, Mr. Abderrahmane Youssoufi for gracing this important occasion and for declaring open the Second Pan-African Conference of Ministers of Civil Service this evening.

I should also like to thank the Minister of Civil Service of Morocco and Chairman of the Governing Board of

Annex 3

OECD Initiative to Promote Ethical Conduct in the Public Service

On 23 April 1998, the Council of the OECD adopted a set of principles and recommendations for member countries to take action to ensure well-functioning institutions and systems to promote ethical conduct in the public service.

The Council recognized the following set of principles;

- Ethical conduct in the public service contributes to the quality of democratic governance and economic and social progress by enhancing transparency and the performance of public institutions;

CAFRAD, H.E. Mr El Houssine Aziz for his enormous support and untiring efforts in the organization of this Conference. He has done everything possible for the success of this Conference.

In the same vein, I would like to acknowledge the partnership of the United Nations in the organization of this Conference. The support of the United Nations Under Secretary-General for the Department of Economic and Social Affairs, Mr. Nitin Desai, has been fruitful and encouraging. I would also like to express my gratitude to the United Nations Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs, Mr. Patricio Civili, for his concern for and support to African affairs. Mr. Civili, understandably, is a very busy person. Yet, he put all other things aside in order to attend this Conference. We are indeed appreciative of this gesture. Similarly, I would like to thank Mr. Desai's able Director of the Division for Public Economics and Public Administration, Mr. Guido Bertucci, for his commitment to the goals of the Conference.

On the whole, we thank all the honourable ministers and the leaders of delegations, all the members of the diplomatic corps and all the representatives of international, regional and sub-regional organizations for attending this conference, particularly in this period of the year, characterized by crowded schedules.

Thank you for your attention.

- Increased public concern with confidence in government has become an important public and political challenge;
- Public sector reforms are resulting in fundamental changes to public management that pose new ethical challenges;
- Although governments have different cultural, political and administrative environments, they often confront similar ethical challenges, and the responses in their ethics management show common characteristics;

- There are political commitments by governments to review and redefine public service ethics frameworks;
- Public service integrity is essential for global markets to flourish and for international agreements to be reported.

The Council therefore adopted the following recommendations:

1. There should be in place a clear and concise, well-publicized statement of core ethical standards for public service. These should be reflected in a legal framework with laws and regulations and guidelines for investigation, disciplinary action and prosecution.
 2. Ethical guidance should be available to public servants and this could be done by providing training to develop skills in ethics analysis and awareness.
 3. Public servants should know their rights and obligations when exposing wrongdoing. This requires clear rules and procedures for doing so and protection mechanisms in cases of reporting wrong doing.
 4. Political commitment to ethics should reinforce the ethical conduct of public servants through
 9. Public service conditions in the management of human resources should promote ethical conduct by instituting career prospects, personal development programmes, adequate remuneration, proper human resource development programmes and merit for appointments and promotions.
 10. There should be adequate accountability mechanisms within the public service focussing on compliance with rules and ethical principles and achievement of results.
 11. Appropriate procedures and sanctions should exist to deal with misconduct. This could be supported by mechanisms for the detection and independent investigation of wrong-doing such as corruption. These are a vital part of an ethics infrastructure. It will also require providing resources for monitoring, reporting and investigating breaches of public service rules.
 12. Take action to ensure well-functioning institutions and systems for promoting ethical conduct in the public service. This can be achieved by:
 - leadership by example, legislative and institutional arrangements that enforce ethical behaviour and sanctions for wrong doing and adequate financial and resource support for ethics-related activities
5. Governments should encourage transparency and open to scrutiny to the decision-making process by putting in place a disclosure system with the support of an active and independent media.
 6. There should be clear guidelines for interaction between the public and private sectors, e.g., in public procurement, outsourcing or public employment conditions.
 7. The system and the senior public officers should demonstrate and promote ethical conduct through encouragement of high standards of conduct by providing incentives, e.g., adequate working conditions, performance assessment. They should serve as role models in terms of ethics and conduct their professional relationship with political leaders, public servants and the public accordingly.
 8. Management policies, procedures and practices should promote ethical standards through organizational commitment to ethical standards and by clearly articulating a set of public service values that employees should aspire to.
 - Developing and regularly reviewing policies, procedures, practices and institutions influencing ethical conduct in the public service.
 - Promoting government action to maintain high standards of conduct and counter corruption in the public sector.
 - Incorporating the ethical dimension in management frameworks to ensure that management practices are consistent with the values and principles of public service.
 - Combining judiciously those aspects of ethics management systems based on ideals with those based the respect of rules.
 - Assessing the effects of public management reforms on public service ethical conduct.
 - Using as a reference the Principles for Managing Ethics in the Public Service to ensure high standards of ethical conduct.

Annex 4

List of Participants

African Countries

South Africa

H.E. Dr. Z.S.T. Skweyiya
Minister of Public Service and Administration
Pretoria

Algeria

S.E. M. Mihoub Mihoubi
Ambassadeur de l'Algérie au Maroc
Rabat

Angola

S.E. Dr. Luis José de Almeida
Ambassadeur de l'Angola au Maroc
Rabat

Benin

S.E. M. Ousmane Batoko
Ministre de la Fonction Publique, du Travail
et de la Réforme Administrative
Cotonou

M. Amidou Adamou
Conseiller Technique à la Réforme Administrative
Ministère de la Fonction Publique, du Travail
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Cotonou

Burkina Faso

S.E. M. P. Ernest Yonli
Ministre de la Fonction Publique et
du Développement Institutionnel
Ouagadougou

Mme Odile Bonkougou
Inspecteur Général des Services
Ministère de la Fonction Publique et
du Développement Institutionnel
Ouagadougou

Burundi

S.E. M. Emmanuel Tungamwese
Ministre du Travail, de la Fonction Publique
et de la Formation Professionnelle
Bujumbura

Cameroon

S.E. M. Sali Dairou
Ministre de la Fonction Publique et
de la Réforme Administrative
Yaounde

S.E. M. Joseph Dion Ngute
Membre du Conseil Scientifique du CAFRAD
Ministre Délégué auprès du
Ministre des Relations Extérieures
Yaounde

S.E. M. Mahamat Paba Sale
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Rabat

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Belgium

H.E. M. Marc Van Rysselberghe
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France

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Mme Lilia Menif

Melle Bahia Ou Azzani

Melle Souad Takati

M. Abdelkhalak Temsamani

Annex 5

Conference Programme

Sunday, 13 December 1998

4:00 p.m. - 6:00 p.m.

Official Opening of the Conference

- Opening Speech: His Excellency the Prime Minister, Abderrahmane Youssoufi
- Welcome address: Minister of Civil Service and Administrative Reform, Chairman of the Governing Board of CAFRAD, H.E. Mr. El Houssine Aziz
- Welcome address: United Nations Assistant Secretary-General, Department of Economic and Social Affairs, Mr. Patrizio Civili
- Address by the Director-General of CAFRAD, Dr. Mohammad Ahmad Wali

Monday, 14 December 1998

9:30 a.m. - 1:00 p.m.

Session I — The Civil Service in Africa: New Challenges

- Presentation by Professor Abdelouahed Ourzik
- Discussant: Professor Benoit Ndi Zambo
- Discussion

3:00 p.m. - 6:30 p.m.

Session II — The Civil Service in Africa: Professionalism

- Presentation by Ms. Turkia Ould Daddah
- Discussant: Professor Saïd Belbachir
- Discussion

Tuesday, 15 December 1998

9:30 a.m. - 1:00 p.m.

Session III — The Civil Service in Africa: Ethics

- Presentation by Professor Joseph Ayee
- Discussant: Ms. M. Matembe
- Discussion

3:30 p.m. - 6:00 p.m.

Session IV — General Report and Closing Session

- Presentation of the report by the General Rapporteur, Professor Jide Balogun
- Adoption of Report and Declaration
- Address by Mr. Guido Bertucci, Director, Division for Public Economics and Public Administration, DESA, United Nations
- Address by the Minister of Civil Service and Administrative Reform of Morocco, Chairman of the Governing Board of CAFRAD, H.E. Mr. El Houssine Aziz