

Strengthening Public Sector Human Resource Management Capacities in Africa

Capacity Building Workshop on “Promoting Professionalism in the Public Service: Strengthening the Role of Human Resource Managers in the Public Sector for the effective implementation of the African Charter on the Values and Principles of Public Service and the Administration”

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The Role of Human Resource Managers in the Promotion of Professionalism in the Public Service and in Implementing the African Charter on the Values and Principles of Public Service and the Administration

By

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We should not forget that human beings are social and interactive, and have behavioral technical and managerial skills and abilities which enable them to accomplish a mission in the global society. That is why management of human resources today attracts the attention of national and international community.

The Human Resource Manager's mission is to provide the administration with a framework for human resource development and staff with the required expertise to occupy the available organizational positions.

The challenges facing African countries are linked to inadequate capacity to manage their human resources. In order for this situation to change, we must adopt a model for "position of Human Resources" which enables governments to better manage their staff and to meet their commitments in the area of human and social development.

To accomplish this mission efficiently and effectively, sharing of information, practices and experiences between the Human Resource Management professionals in Public Administration in Africa is crucial in the field of human resource development.

This explains the rationale for the network of Human Resource managers in the public sector in Africa (APS-HRMnet) and the merits of its creation. Its existence is an opportunity for African countries

1. Overview of Public Administration

Many studies on Public Administration noted that the performance of State public services does not meet the required quality standards, has become a source of corruption and that their access is not guaranteed everywhere throughout the National territory.

These studies have also identified and found endogenous and exogenous causes that lead to the disintegration of this administration, namely:

- unclear definition of tasks, duties and prerogatives resulting into duplication of mandates and expertise;
- Inadequacy of legal and organic frameworks;
- interference of politics in administration;
- lack of a social protection system;
- lack of a control, monitoring and evaluation system;
- lack of a policy of developing human resources;
- obsolescence of the Status for Officials in Public Service and non-compliance of legal texts;
- lack of standards, mechanisms and procedures for managing resources;
- poor social conditions and work environment less likely to attract and retain skills;
- Lack of ethical and professional values;
- Absence of quality standards;
- almost total absence of an information and communication system internally and externally

1.1 Official reports

Public administration often lacks resources to accomplish the missions entrusted to it.

Regarding human resources, lack of management device in the area of human resources, inadequate remuneration, social and working conditions do not win the loyalty of competent staff within the Administration.

This is the basis of the mismatch between the job and job holder not to mention the bad policy of human

resource and careers management.

Regarding the budget, the Treasury does not have sufficient means to meet the needs of the nation, it refers to the arbitration of political power. The allocation to administration is often small. This situation effectively contributes to the mismanagement of public affairs. Ultimately, the administration will have material resources that are not only inadequate but also insufficient.

1.2 Regulation governing relationships between the administration of Public Service and employees

The relationship between the administration and the employee is defined in a legal framework. For that reason, several laws have been formulated that take into account international and national commitments in their content. These are:

- the General, specific and special Statutes:
- The regulations (Decrees)
- Code of Ethics

The Public Service Charter believes that relationships between the administration of Public Service and its employees must be based on professional merit and respect for law. The rule makes provision for the development prospects of career officers and civil servants. It focuses on the following areas of human resource

- Recruitment and promotion:

The rule requires that employees get recruited, appointed and promoted on the basis of their professional skills and abilities. Recruitment and promotion must be made "in accordance with transparent procedures and objectives by ensuring equal opportunities for all" (women, disabled and disadvantaged groups in particular).

- Mobility and redeployment of staff:

This rule takes into account the demand for services and the aspirations of public service employees. Deployment and redeployment of employees must ensure a satisfactory and rewarding career.

- Staff Training and Development:

The charter considers training and personal development of employees and officials as employees' rights and advises the government to provide an enabling environment and resources needed to improve current knowledge and skills.

- Motivation:

The Charter also recognizes the need to meet the aspirations of the Civil Service for growth and leadership development. It emphasizes social dialogue in public administration

The implementation of all these rules often encounters problems following some cumbersome political, organizational, economic, social, ethical and professional impedimenta...

This state of affairs often results into: labor disputes, mistrust, frustration, cronyism, tribalism, lack of collaboration and horizontal and vertical communication in the workplace, in brief resurgence of anti-values and pests in Administration.

Ultimately, the social and work climate will not allow officials and civil servants to put all their skills to the Administration and especially to ensure their personal development.

2. PUBLIC SERVICE CHARTER IN AFRICA

2.1. Overview of the Public Service Charter in Africa

The Charter has three interdependent objectives:

- Define the principles and general rules governing Public Services on the basis of transparency, professionalism and ethical standards;
- To give practical expression on the commitment of African States to promote the values in the civil service;
- Serve as a policy framework for administering the Public Service for all African countries and as a source of inspiration for development, capacity building or updating of national codes of conduct.

These objectives have been carefully stated in view of the "need to adapt the various State Public Services in Africa to new requirements in order to be able to anticipate or accompany the profound changes of the States ...".

2.2. Provisions of the charter

The Charter requires administrations of all African countries that are signatories to "respect the fundamental and universal principles of Public Service. " To streamline and standardize the Public Services in Africa, African countries must respect their commitments:

- Basic Principles of Public Service;
- The rules governing relations between the civil service and the user;
- And the Code of Conduct.

2.3. Review of principles and rules

The Charter laid down four fundamental principles of Public Services in Articles 4, 5, 6 and 7. These principles are:

- Principle of equal treatment:

All Public Services must recognize the equality of citizens before the law. It also requires that persons in a similar situation vis-à-vis the administration must be treated equally without discrimination.

It prohibits discrimination based on the place of origin, race, sex, religion, ethnic group, philosophical or political beliefs.

- Principle of legality:

It states that "the Public Service must be rendered in strict compliance with the law " and

that "administrative decisions must be made in accordance with existing regulations. "

- Principle of neutrality:

Public Service as a whole should remain neutral vis-à-vis the citizen. It also demands that all administrations respect it and apply it.

- Principle of continuity:

This provision states that a Public Service must be rendered continuously with all its components in accordance with the rules governing its operation.

The charter warns that "non-compliance with the principle of continuity may result into the administration being responsible against any person who has suffered injury. "

The implementation of the principles above will enhance professionalism within the Public Services and Administration will be able to meet the expectations of the user and those of the political power

2. 4. Rules governing the relationships between the users and the Public Service

The charter specifies certain rules governing relations between users and the Public: These rules are:

- Proximity and accessibility of services:

The Public Service should be organized along functional and decentralized lines. This service must be closer to the person with an appropriate service and accessible to the public.

Fortunately, physical proximity and accessibility can be obtained using information technology and appropriate communication (e-government).

- Participation, consultation and mediation:

The administration must conceptualize a participatory and interactive process with the users and civil society.

It must provide a mediation body before taking any legal action with the third parties and staff.

- The efficiency and quality of service

The international community has set criteria and benchmarks for evaluating the effectiveness and quality of service provided.

This justifies the creation of international and African organizations as well as exchange of experiences.

Given that the Administration is serving users, it must ensure that it meets the international and national standards as well as the expectations of users.

- Evaluation of the service:

The evaluation of the effectiveness and productivity of services is based on objectives and work programs

predefined together, performance indicators and objective criteria.

Today, several nations have introduced public management in their administrations. This guarantees effective, efficient and relevant management of their resources.

for this reason, mechanisms for periodic evaluation of services offered to the public must be put in place in the Civil Service.

Dissemination and publication of results in annual reports is also provided for.

- Transparency and Information:

Administrative decisions should always be taken in accordance with transparent, simple and understandable procedures, while giving accountability.

To facilitate compliance, all units are expected to avail all necessary information on acts and procedures in their respective fields as well as information required to assess their management, to enable the interested parties to access the information.

This rule also requires the administration to inform "the person concerned of any decision made on his behalf, stating the reason for this decision and if necessary, the remedies that the person can use to challenge the decision."

3. DEVELOPMENT OF HUMAN RESOURCES IN THE PUBLIC SECTOR

3.1. What is human resource management?

In the administrative restricted approach, human resources management is generally associated with the simple management of staff assigned to personnel whose mission is to manage the staff employed within the organization for quantitative and administrative reasons . In a more comprehensive strategic approach, human resource management means all resources used in an organization to ensure that it breaks even in terms of its resources and staffing requirements, both quantitatively and qualitatively .

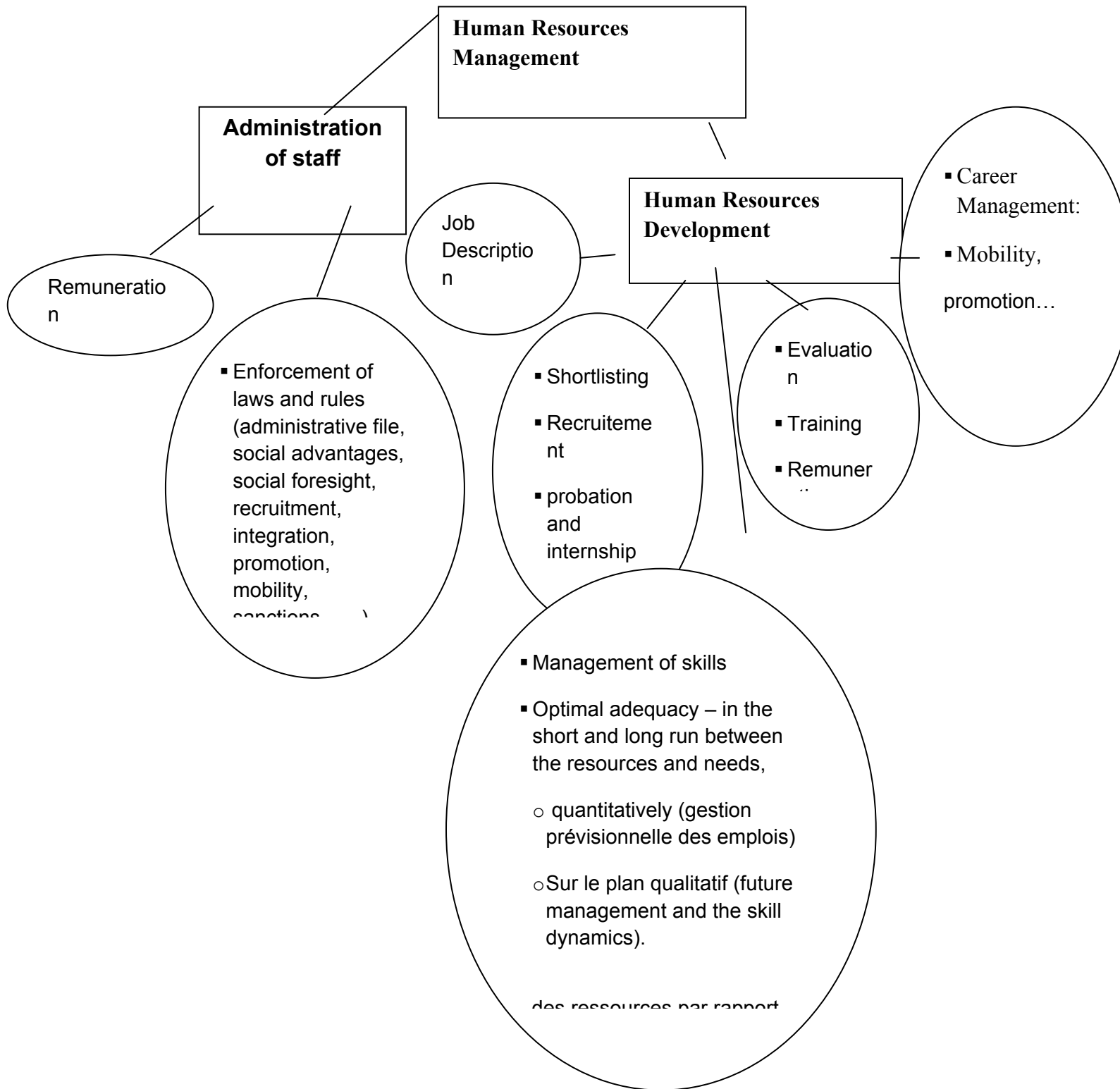
Linking these two issues comes later in the management of different areas relating to human resource management: workforce management which allows the balance between the needs and staffing (recruitment plan, end of career plan), staff career management among others starting with continuing education, mobility, administration involving reception and integration procedures, salary management,

The human resources policy will be adapted to the strategy and missions of the organization, these define its objectives and the means to achieve them.

The human resource management is divided into two broad categories of activities:

- Personnel Administration
- And the development of human resources.

3.2 The role of resource manager is shown in the diagram below



4. Analysis of the Human Resource Management Public Administration

Like I said it earlier, the function of human resource manager does not yet occupy a prominent place in the Public Administration.

That's why I found it useful to assess the general situation of management of human resource domains.

Organizational position of a Manager in Human Resources Management

A position in terms of organisation I depends on the actual role one wishes to assign to the Human Resource Manager:

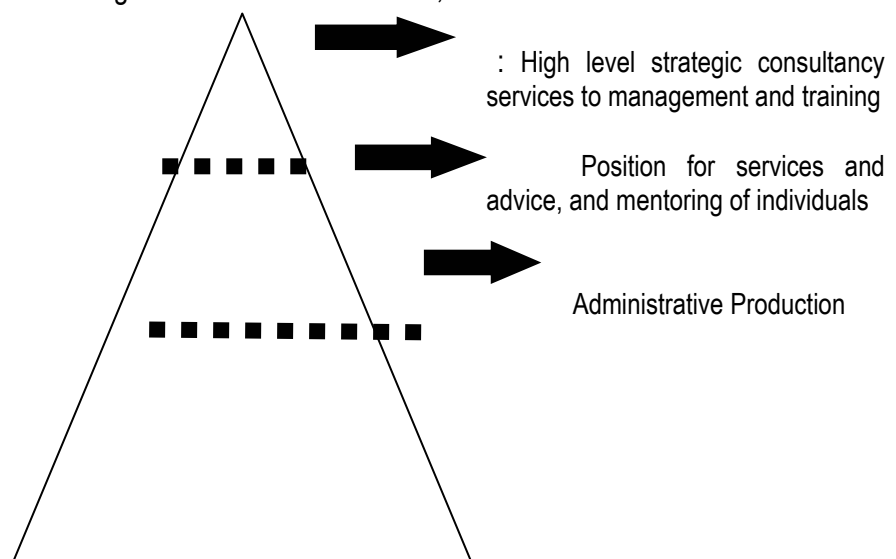
- In the first place, it is primarily a position of administrative production. It will be a department in charge of organizing human resources. Sometimes, certain activities are outsourced from Finance and Administration, or outside (eg payroll, insurance ...);

- Regarding staff management, it is primarily a position for providing services and advice, for training and to individuals.

Sometimes It will be located in the Top Management, will depend on Finance and Administration or be one of the departments in charge of organizing human resources in a large structure. Some activities may be outsourced from external offices (eg employment Agencies);

- In terms of human resources, it is a strategic position in providing high-level internal consultancy services to management and to senior management, with a view of maximizing development of men and that of the organization in relation to the existing needs.

The role of the human resource manager is distributed as follows ;



1. Assessment of the Human Resource Management Public Administration

Like I said it earlier, the post of human resource manager does not yet occupy a popular place in Public Administration.

That's why it is deemed useful to assess the general situation of the management of human resource areas.

a. Staff Policy

Balance of power between the Ministry of Public Service and the user Ministries hampers implementation of the policy on human resource management consistent and uniform.

Very often, the Ministry of Public Service in its duties has no authority over the staff policy in various Ministries and it is not recognized by other departments as the coordinator of human resources policy. Inflation of structures has caused confusion in the roles, duties and responsibilities of various stakeholders. Although many processes of human resource management are clearly listed in the statute and regulations, in practice, regulation is not implemented or it is incorrectly implemented. Very often the implementing decrees provided for in the statute are not as developed.

b. Description of the different jobs

Job description is the thread of human resource and careers management. It is almost nonexistent.

This situation does not allow for proper management of the domains of human resources: short listing and recruitment, training and probation period, training, evaluation, etc.

c. Procedures for management of human resource areas. The Human resource manager has difficulty to manage human resource areas. They are:

d. Recruitment

The Status often provides for competitive recruitment for the vacant positions budgeted.

The fact that jobs are not described and the lack of equipment for short listing complicates the implementation of recruitment and short listing objectives. An additional problem is that the Ministry of Civil Service has no resources to organize it objectively.

In addition, this process does not take into account the ethical and professional values contained the charter of Civil Service, the code of ethics and statutory and regulatory ...

e. Probation period:

The probation period is not based on job description nor the predefined objectives. This period is not accompanied by any training program.

Eventually, this period is not assessed objectively.

f. Training

As in other areas, training is not linked to the needs of Public Service, or employment or career or personal development. This means that the training program has no real impact on the quality of the service provided.

The general policy on training is not developed and the budget allocated to training is insufficient. Each user Ministry is organized in isolation. Given the distance, the officials of the decentralized

territorial entities do not have access to training.

In addition, the distribution of skills between the Ministry of Public Service and user Ministries is not clearly defined.

g. Progress

Promotion of the civil servants and state officials is not based on objective criteria nor merit.

In addition, it does not take into account the organizational structures.

Furthermore, ethics and professional values often give way to such anti values as: patronage, tribalism, corruption, etc

h. Evaluation

The assessment is almost nonexistent. When done, it is conducted in an arbitrary and subjective manner.

Evaluation is not seen as a key to the development of the civil servant.

i. Human rights, duties and inconsistency, there is a lack of monitoring in the actual implementation of staff rights and a lack of clear rules regarding the Code of Conduct.
Lack of respect for administrative duties vis-à-vis the official no longer restricts the latter to his obligations..

Retirement is considered a penalty, because the retirement benefit is insignificant and leads the retiree to death for certain.

3.2 Approach: Integrated management of human resources in the Civil Service.

To overcome the above situation, as a reform, the Ministry of Civil Service came up with a strategy of integrated management of human resources.

This is the primary role of the director of human resource

a. The concept of Integrated Human Resources Management

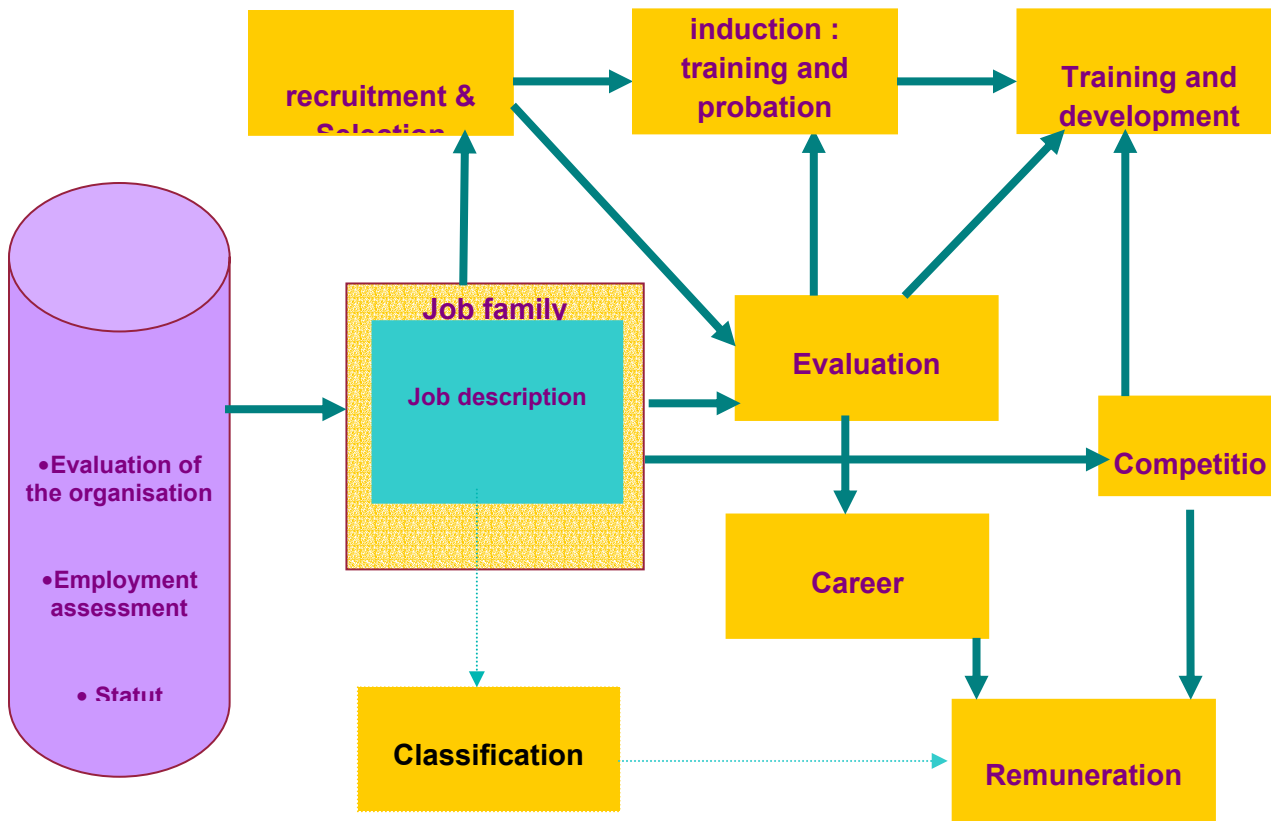
Integrated human resources management requires administration to be focused on the search for absolute quality, thus, in addition to controlling career staffing in the public services, there is need for a general redefinition of its policy on human development as well as improvement of planning and monitoring processes.

b. Importance of integrated Human Resources Management to the administration

Different domains of human resources are closely interlinked and form part of the strategy of the organization.

Reforming of a specific domain will have an impact on other areas. This does not mean that it can not be done in successive phases at a time of instituting a new policy on human resources, although we should not lose sight of the consequences on other processes.

- c. The diagram below provides an overview of the linkages between different areas of human resources:



The procedures for management of Human Resource areas: Recruitment, training and evaluation must be complemented by a policy on revaluation of earnings. This is important as it attracts candidates, encourages the employees to improve their services and stops the exodus of the good top executives.

5. STRATEGY FOR PROMOTING PROFESSIONALISM IN THE PUBLIC SECTOR

The importance of human resource management that is suitable to the Civil Service should be able to answer the following question:

"How to recruit, retain , and improve staff when and where, it is needed to meet the needs and priorities of the Congolese citizens? "

This can only be possible by going through a process

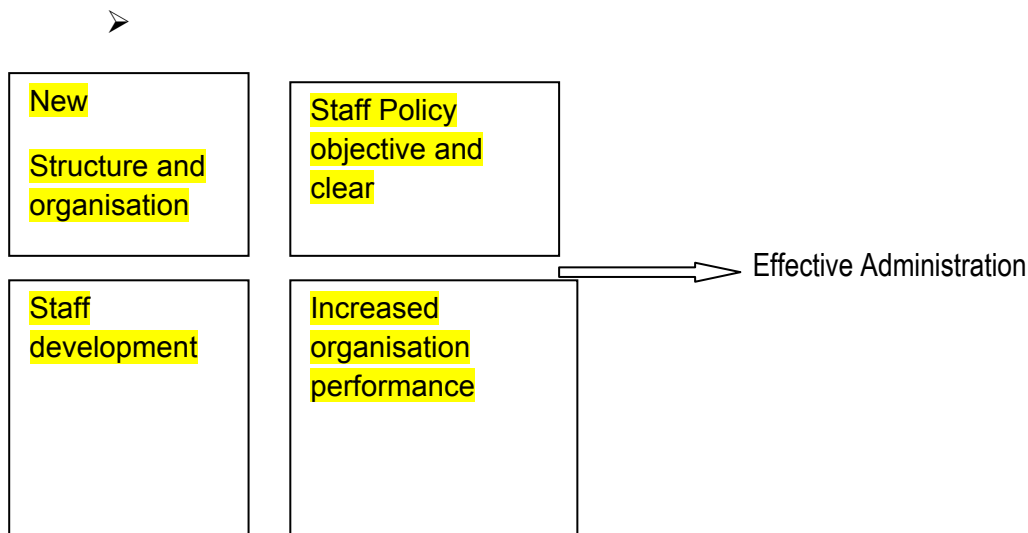
5.1 Key Areas for a new human resource policy in the Civil Service

Institution of an effective and efficient policy on human resources management can only be possible if the director relies on all the actions in the following areas

New structure and organization of human resources:

This implies a new role and new duties of the Ministry of PS, its matrix positioning compared to other user Ministries and relay integrated HR as well as personal data.

- **Staff policy; objective and clear:**
It is based on criteria and objectives identified in advance. Strategies and processes are communicated, relations with the hierarchy are determined, communication is constant.
- **Staff Development :**
Optimization of staff skills within their current role, their position in future throughout their careers. Skills development contributes to team objectives of the organization and maintains a good level of motivation.
- **Increased organizational performance**
New tasks for the Administration, setting goals to achieve, budget optimization, determining action plans
They can be illustrated as follows:



1.1 Policy on domains of human resource management

a. Structure and organization of human resource management

It is indispensable to clearly define the role of the Ministry of Public Service and the various user Ministries and to establish these roles at the regulatory level. A paper on the new role of each partner in the HR process is then essential..

Thus, horizontal activities shall be undertaken by the Ministry of Public Service across all ministries, while the horizontal activities will be organized within other ministries. This clarifies the responsibilities and optimizes management of human resources. Generally, we can say that the Ministry of Public Service is responsible for:

- defining the lines of force in human resources
- instituting regulations
- enforcing regulations and possible penalties
- overall coordination of human resource policy
- supporting departments of human resources within the various ministries.

In each ministry, there may be a distinct department of human resources, which is responsible for the following:

- realizing the lines of force in form of human resources within its own departments
- enforcement of the rules
- staff Administration (holidays, etc.).
- Supporting directorates / departments in terms of staff policy
- Liaise with the Ministry of Public Service.

b. Recruitment and short listing

The strategy for recruitment and selection is a twofold:

1. Creation of a short listing bureau.
2. Establishing short listing procedures:
 - Neutral, clear and accessible;
 - Equipped with short listing criteria;
 - Based on skills;
 - corresponding to the actual needs of the organization (planning).

All aspects related to the advancement in rank and salary will be objectified and put into perspective with other human resource systems (job description, selection, evaluation and training in particular).

c. Training

Every new staff member hired by the administration must be trained before being appointed permanently.

This training has three objectives :

- To allow trainees to adapt to his new working environment, to acquire additional skills that are relevant to perform their task and to understand how administration is conducted.

For that reason, the trainee receives from his supervisor an accurate description of the job assigned to them and the resources needed to become familiar with its execution.

Other than the training at the workplace conducted by his boss or his colleagues, they also have the opportunity to follow a series of general courses (organized by the Ministry of Civil Service) or specific (organized by their ministry) in order to acquire the additional skills needed.

Put the administration in a position to verify whether the student possesses the skills necessary to be appointed on permanent terms.

- Make adjustments and support in resolving possible problems and optimize the appropriateness of the

intern in his office.

The senior staff and the Head of Human Resources monitor the trainee during internship.

The human resources manager communicates to the trainee's findings about his work, in quarterly course evaluation reports that specify areas of improvement.

In his evaluations he also puts into account the opinion of the supervisor. He concludes in a final report if the student is capable of the post he was appointed for or not.

If a trainee, despite its good intentions, does not perform well in a given department, redeployment may be considered by a committee. Dismissal only occurs in case of professional incapacity.

If there are problems in the training reports, the committee may recommend extension of training.

If the reports are inconclusive and the trainee has completed the mandatory training (if an additional certificate is required for the job, he should have passed the exam) and if the number of days absent is not higher than the number that is legally provided, the trainee is appointed as a State Official. This appointment is made on the proposal of the Minister's Department where the intern is engaged.

d. Appraisal

The purpose of this evaluation is to link the benefits of the civil servant to the expectations of the organization. This assumes that sufficient information is provided in advance on the expectations (job description, objectives, skills, ...) as well as the objectives of the organization.

What should be assessed? The goals, behavior and use of skills.

Appraisal of all civil servants should be done annually and in a clear and objective procedure. The evaluation is based on the following items, previously known to the appraiser and appraisee:

- Job description
- General evaluation criteria
- Objectives previously defined

The existing assessment criteria must be examined critically to assess their relevance and may have to be suitable or supplemented. Particularly, respect for ethical values and professional ethics must be taken into account. It is important to limit the number of evaluation criteria (max. 5 criteria). They must also be clearly defined and measurable using observable behavioral indicators. This promotes the objectivity of the assessment and allows integration of the values of administration.

The civil servant and his supervisor have a meeting at the beginning of each year to discuss the job description, evaluation criteria and objectives, and the link with the objectives of the organisation. At the end of the year there is an assessment interview held between the supervisor and the employee. This interview gives rise to a narrative report and statement.

In the case of reference to "elite" or "inadequate", the supervisor of the evaluator must co-sign the evaluation report.

To anchor the management, it is essential that the appraiser is the person who manages and directs the staff daily.

It should be a body Ministry of Public Service where civil servants can file an appeal if they have any objection to the assessment made on them.

e. Training

For public administration to be effective, it is indispensable to institute a new training policy, integrated with other HR processes.

This policy will act on the problem of deskilling and under-qualification of civil servants and help them to respond adequately to the expectations of citizens.

The state officials will receive training, but will also have the obligation to train themselves, and this in all aspects is relevant in the execution of their duties.

Training based on principles will be related to career, work personal development of the Official

Conclusion

Throughout our presentation, we found out that the role of the Director of Resources primarily involves enhancement of human resources administration.

Human Resource Development is one of the main pivots of any reform of in Administration, and involves designing and use of integrated systems, policies and practices to recruit, develop and retain employees so that the administration can achieve the formulated or desired goals. It aims at applications concerning the individual workers or future workers.

To accomplish its mission, it must base its actions on the mission, structure, positions of employment and single thread of the Policy and Human Resource Management and that will be the "Job Description".

Public Service has, among the civil servants and Officials, many qualified men and women, with good training and motivation, who strive and ensure the resumption of good public administrations.

This motivation may particularly be realized through an appropriate recruitment strategy, clear presentation of job descriptions, suitable remuneration policy, putting into consideration civil servant career development, personal development, regular evaluation process, new working conditions, opportunities for mobility or career reorientation and effective communication.

In addition, it must put in place the process and mechanism for managing human resource domains: short listing and recruitment, probation, training, assessment, career and remuneration.

Each process of managing human resource domains must not only integrate all the aspects mentioned above, but also reflect the ethical and professional values contained in the charter of Public Service in Africa, the code of ethics and also the Country's constitution the.

To this I would add other international commitments.

This approach must take into account the political, social and economic as well as the realities and constraints of the

land.

Network of Human Resource Managers in the Public Service in Africa, is an opportunity for the problematic of human resource management to be brought to the attention of the African Union and regional and sub-regional organizations on our continent as well as at national level.