

Performance Management in Africa's Public Service : Focus on Namibia and its Challenge to Change Customs and Cultures

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Abstract

A country's public service tends to mirror the quality of public leadership it is given and the management and executives that are employed to oversee public policy implementation. Anyone who has lived in Namibia through the last two decades will easily recognize <http://flickr.com/photos/nalilo/4511587/> the mediocre performance of the public sector and the disingenuousness of some parastatals that declare profit and dividends only to revert shortly to the Treasury for State subvention, guarantees, loans, or bail out. According to the 2014 World bank report and the 2014 Mo Ibrahim Leadership Foundation report, Namibia was among the 5 best run countries in Africa in 2013. On paper, this is admirable. In reality, it is not sufficient for comfort given Namibia's vision to be developed country by 2030. But, if one thinks that Namibia Public Service is bad, we need to take a closer look at situations in the rest of Africa, outside of Mauritius, Botswana and, perhaps, South Africa. The painful scenario painted above is evident as we speak, while citizens' expectations of their public sector have risen sharply in terms of quality, affordability, product range, choice, price, services and facilities. Not to mention delivery times, respect and courtesy for customers. Beyond these, citizens are generally concerned with getting better value for money. In fact, they are demanding more productivity and higher performance from public and private sectors to the extent that they are permitted to insist, on more public accountability and administrative transparency. Citizens also want to be engaged in development of public policies and to be a fundamental partner in the implementation processes. This transition calls for massive and fundamental transformation in the prevailing cultures, systems, structures, and consequently policies and strategy. It is not an add-on scheme but a strategic approach that must be bought by and sold to every citizen if positive change in culture is to occur.

Finally, success in this approach to embed performance management as a system and culture, must be built on lessons learnt from past strategies. Chief among them must be: (a) that unity and clarity of purpose, direction and instructions should inform and propel the way forward; (b) that discipline, focus and citizens' inclusivity plus stakeholder engagement and teamwork provide the daily fuel to enhance and sustain performance and to change management practices in Namibia's public sector and beyond.

Key Words

Leadership, accountability, performance, systems thinking, stakeholder engagement, and teamwork

Introduction



The chronometer measuring the African citizens' sentiments and anticipations is ticking faster than any other time. And unfortunately, the pointer seems to be moving towards the wrong direction. So, I conclude that Namibia, like the rest of Africa is being awakened by the harsh reality – not from the menace and wanton acts of terror that have preoccupied global governments' attention for nearly two decades but by the harsh reality of poor service from bloated and ever expanding public sector institutions, and expensive and deteriorating quality of public services. This is occurring despite repeated promises contained in "citizens and public sector charters" by governments and their public sector institutions.

Failure of the public sector to meet the various undertakings given to citizens has serious consequences, not just to the public sector, but equally, to the private sector since certain essential services are only offered by public sector organizations. While public sector underperformance is a major concern of citizens, the real challenge and perhaps chief culprit is the leadership and management cadre, especially in dual economies like Namibia. Like Namibia, the key issue affecting African public sector performance is the inability or unwillingness of leaders and managers to transform promises and policies into action; to timely roll out laws including policies and regulations with clean, clear programmes and priorities that are adequate resourced and supported by good governance systems and practices.

Another undisputable fact is that Namibia, like most African states, has protected its bloated public sector, public service and civil service, not from lack of conviction but will. Fact number two, we know that governments have been complaining about their inability to continue maintaining their bloated public sector. Bloated public sectors with declining resources magnify the performance dilemma. Sadly, the tight world economy does not have the luxury to offer Africa, at this time, any tolerance. No more can the African continent use or abuse its public sector and public service institutions for political expediency. Citizens are no longer comfortable with the practice, described as Parkinson's law in which: "work expands to fill the time available for its completion" and "that a sufficiently large bureaucracy will generate enough internal work to keep itself 'busy' and so justify its continued existence without commensurate output". Of course, the inference of this failed practice is quite serious because we all might be judged guilty for aiding the status quo when we accept and tolerate low quality public service. Joseph Marie de Maistre's (Maistre, 1965) statement in the French Parliament validated his strong disaffection for mediocrity and argument that "Every country has the government it deserves".

The Challenge to Change Public Sector Leadership

Whatever may be our personal perspective, it is my sense, that for the better part of the last two decades, African governments, African intelligentsia, public and business leaders and managers, in their quest to apply and conform with western standards, have leaned too heavily on international economic doctrines to the neglect of traditional norms and values. At the same time, common sense and simple business ethics have given preference to short term gain, personal ego building and wealth creation. In the process, we seem to have lost direction, misconstrued citizens needs; misread their aspirations and misunderstood their legitimate concerns and priority.

Challenge to Determine Equity and Balance

Performance in the public sector in Africa requires reason, logic, balance and incentive. Reason and logic are dictated by the legitimate needs and rights of citizens to effective and affordable public service. Balance is necessary to assure equity in allocation, distribution and how much change we can make to traditions and culture. And incentives are required to sustain the changes we make. These, to me, are the natural and core domain of politics. By ignoring reason, logic, balance and incentives in our governance and developmental systems, we undoubtedly build leadership that is prone to flout important targets, benchmarks, ethical boundaries and intra-personal relationships.

Bluntly speaking, through this indiscretion over time drives the tendency for leaders to mix up the role of management with that of leadership. And unfortunately, tenuous approaches tend to push speculative leadership instead of strategic leadership and management. Although not a fan of Donald Trump or Bill Gates, I must admit my concurrence with their observations when they severally argue that “our revered academic institutions and Ivy League Business Schools and Management Development Programmes have missed the boat.... that they are leading us falsely to assume [and believe] that financial engineering, financial marketing and popular MBA education holds the keys to future corporate growth, sustainable economies and global prosperity” Lorsch, J. and Rakesh Khurana (2008). The 2007-2010 financial crisis in the USA may have vindicated them from academic attacks (Reinhart, A and K. Rogoff, 2008).

Challenge to Grow Entrepreneurial and Ethical Public Leaders

The truth is that, sometimes our leaders, managers, national planners, administrators and trainers, are at the risk of confining public sector thinking too much to political objectives, they unintendedly assume that the private sector will automatically fill the leadership gap and take care of the production economy (being the second half of the dual economy). This thinking works well only in theory, but is flawed in practice especially in market and market-oriented economies. Without an inclusive, intelligent, and engaging public policy-making apparatus, and a pro-active government, African countries run the risk of propelling

poverty and other countries' philosophy in order to promote separate development that produces jobless growth and unguarded opportunity for only a few fortunate ones to accumulate wealth. This is why sustainable performance management requires visionary leadership. Visionary leaders are not created by textbooks, nor by autocratic progression of academicians into parliament or, for that matter, on to corporate boards.

Challenge to Retain Committed Performance Champions

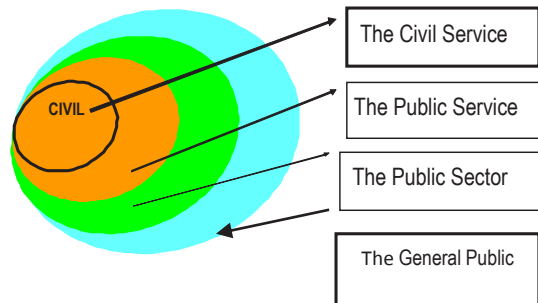
Sustainable performance management is not the same as performance appraisal. It is the outcome of Total Quality Leadership (TQL) and the product of strategic management. It starts with selfless vision, systems thinking, people-focused needs, strategic recruitment, regular consultation, facilitation and oversight of the governance and administrative processes. I believe today, as we take stock, that the message is clear. We all have erred, either as individuals or collectives. It is time to make the correction (MTC).

I would like to examine two critical issues that are sine qua non to improved public sector performance:§

Challenge to Change Public Service Culture

The Public Service is a very sensitive “subsystem” that operates within a larger system defined by the public sector (see Figures 1 and 2). Public service and its subset, the “civil service”, have never been properly defined in Namibia, and to my knowledge, in most African States.

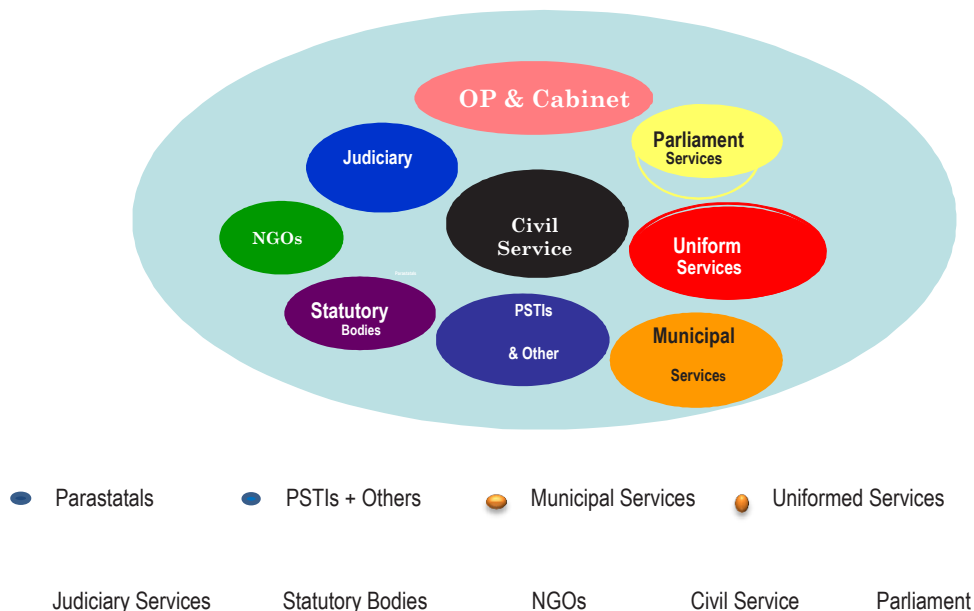
Fig 1: Typical Public Service Setting



There is the recurring flaw in our thinking, and treating “public sector” as “public service” and “public service” as “civil service”. As a result, operations of these three interrelated systems have been the subject of abuse and direct or indirect political interference that compromised performance management transparency. Thus, performance management initiatives, measures, impacts and measurements have been relegated to merely academic interest with as the “public sector” becomes faceless and ineffective where nobody wants to take ownership of action and results or responsibility – as can be seen in figure 3 below. In democratic dispensations, the civil Service is the heart of the public service and, consequently, the driver for the public sector. It reflects the pulse of Government and its actors, the “civil servants” who are the administrators for government policy and programmes. To the extent allowed, the civil service is the main determining factor of success or failure of government and its programmes. That means that the absence of a well functional civil service permeates the efficacy of the public service and weakens the

effectiveness and efficiency of the public and private sectors. It is the civil service and civil servants that give the public sector its character and image

Figure 2: The Multi-sector Face of the Public Service



This is so because both the public service and the private sector use the civil servants' output as their benchmarks for performance standards, compensation and civil service and public service most times as source for recruitment. Thus, a lousy civil service generates a lousy public service, and by default, a lousy private sector. Private sector operators will try always to be at least one step above civil service and public service in terms of performance, efficiency and compensation, albeit that this may not make either of them internationally competitive.

Call for Strategic Use of Africa's Human Capital

Strategic human capital in developing economies like Namibia, is a scarce commodity. Yet, sustained development requires it. Performance management is thus the first premise to inspire productive – human, capital and systems – and it goes beyond policy and planning, into the doing and implementation. Implementation is defined here as the conversion, translation and transformation of policy and programmes into results and outcomes in line with targets and goals agreed. The processes embody application of skills - vocational, administrative, technical, supervisory, managerial, entrepreneurial and leadership with the combination of resources, technology, and systems time.

Challenge to Focus Education, Training and Research

The role of Education, Training, Research and Development Institutions (ETDRIs) are critical to the empowerment of human capital, technology, research, innovation and sustainable development. ETDRIs are providers and power levers to facilitate learning, skill acquisition, absorption, adaptation, innovation and growth. These are the fundamental elements for performance improvement.

As in all knowledge-based approaches, Public Service Training, Research & Development Institutes (PSTRDIs) help to position and empower the public (civil servants, public servants and ordinary citizens) as well as the private sectors to stimulate and support the country's performance culture. This is the ultimate aim of any performance management scheme – to continuously improve government services and to inspire and support efficient and competitive public and private sector development. A well performing public service inspires the public sector and drives the standard for private sector, but Governments and their public institutions stand equally to benefit.

Challenge to Entrench Basic Principles for Sustainable Performance

In defining the way forward, it is important that we embed a Culture of Performance and Accountability and practice it religiously without prejudice. The five basis principles are:

Principle 1

Successful and sustainable performance management (SSPM) must be conceived and implemented at four key groups in the public sector, namely: (i) administrative group – the Civil Service, (ii) technical group – the Public Service, (iii) management group – the Public Sector, and (iv) leadership group – the General Public.

Principle 2

Successful and sustainable performance management (SSPM) must be conceived and implemented at all four key groups in the public sector simultaneously and contiguously.

Principle 3

Successful and sustainable performance management (SSPM) must be conceived and implemented at four key groups in the public sector simultaneously and contiguously with clean targets, linked resources, transparently-negotiated smart results, clear accountabilities, fair compensation, and sanctions.

Principle 4

Successful and sustainable performance management (SSPM) must be conceived and implemented at four key groups in the public sector where each performance group has its own set of linked targets, integrated benchmarks, and clear accountabilities.

Principle 5

Successful and sustainable performance management (SSPM) require a carefully crafted strategic plan that is developed with the full participation and cooperation of key stakeholders. Successful and sustainable performance management (SSPM) requires a strategic plan that answers seven basic questions:

1. What are we trying to achieve? (Vision, objectives, goals/outcomes)
2. How are we going about it? (programmes, strategy & systems)
3. What does a “good performance” mean, in real terms? (results & impact)
4. How do we know that we are performing? (measurement & feedback)
5. What is our yardstick to measure performance results and impacts? (the metrics)
6. How do we determine best and worst performers? (benchmarks)
7. What must we do to improve and sustain performance? (carrot and stick)

Challenge to Market Performance Management Strategy

In reviewing Africa’s performance management (PM) initiatives and the success cases, there is abundant evidence that performance management needs to be embedded in the organization’s culture as a “total-across-the board and on-all levels” strategy. For PM initiative to succeed, it should address not just one or two groups in the public sector or the public service organization. And, as stated in principle 2, PM initiative should address all groups, simultaneously and contiguously. In the case of Namibia, it is the observation that all previous Performance Management programmes attempted to target, separately or simultaneously, groups i, ii, and part of iii, with the effect that the benefits were neither comprehensive nor consistent. Performance management initiatives must take the approach of a building. The building lasts only if the foundations are properly laid; when the component processes are strategically linked, and where all actors are fully involved and committed.

It is true that over the past 18 years or so, Namibia has made several attempts to build a performance culture in the public sector. To a large extent, these efforts have failed. Among the lessons learnt, is that performance management cannot be selective, that is, choosing one or two levels. Namibia attempts were mainly focused on (i) the Civil Service and (ii) the Public Service, and to a limited extent (iii) the Public Sector. So, we can see clearly that Principle 1 was compromised, and as a consequence, Principles 2 and 3.

Challenge to Find a Good Performance Management Model

Cognizant of the four groups mentioned above (civil service, public service, parastatal, and public sector organizations) operating in the public domain and the different roles they perform, the practice adopted by European Union (EU) in the Public Service might be instructive. EU has adopted the Common Assessment Framework (CAF) model. CAF is a non-prescriptive framework based on ten performance criteria: four enablers – (1, 2, 3 & 4), two change agents (5&9), and four results (6,7,8 & 10) depicted in figure 4. Essentially, CAF serves as a:

- Tool for self-assessment
- Way to benchmark with other public sector/public service organizations with the country and across civil service organizations outside the country
- Guide to identify areas for improvement
- Basis for applying a developing and common vocabulary and way of thinking in the public service
- Structure the organization's performance management, feedback and compensation systems

Figure 3: Common Assessment Framework For Improving Public Service Performance and Management

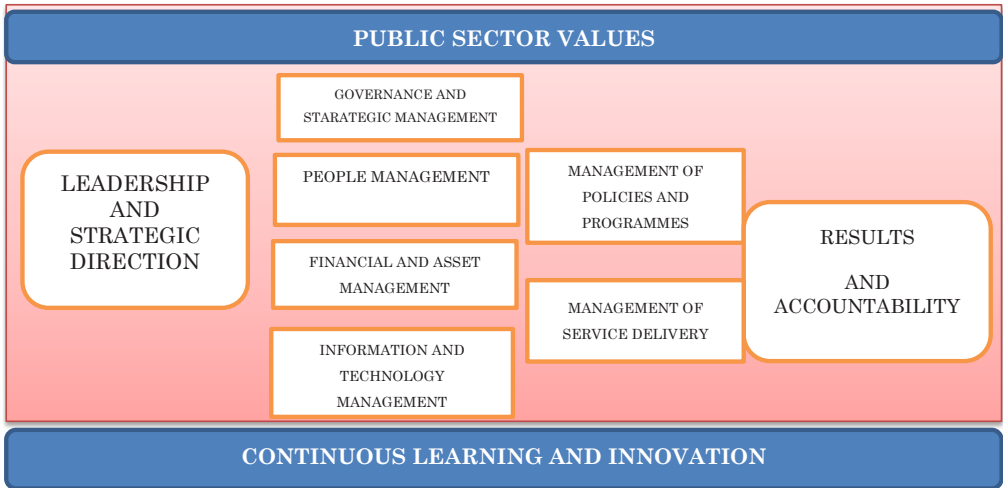
Enablers			Change Agents			Results		
1.	Leadership		5.	Systems,		6.	Customer Results /Impacts	
2.	Policy and Strategy			Processes &		7.	People Results/Impacts	
3.	People			Procedures		8.	Society Results/Impacts	
4.	Partnership and Resources							
9.	Learning Research & Innovation					10.	Key Performance Results & Impacts	

The CAF model's philosophy is "Excellent results are derived from performance, respect for customers, people and society and are sustained when leadership drives policy and strategy, and when the performance is achieved through the strategic combination of people, partnerships, resources, and processes".

Management Accountability Framework (MAF)

The MAF comprises nine criteria that are aimed at the executive level (that is, leadership, governance and policy-makers); four criteria are aimed at operational managers (that is, administrative personnel, finance-related personnel and service managers) and three are directed toward continuous learning, research and innovation and results and accountability).

Figure 4: MAF Model for Improved Public Service Performance and Leadership



Finding New Public Service Transformation Drivers

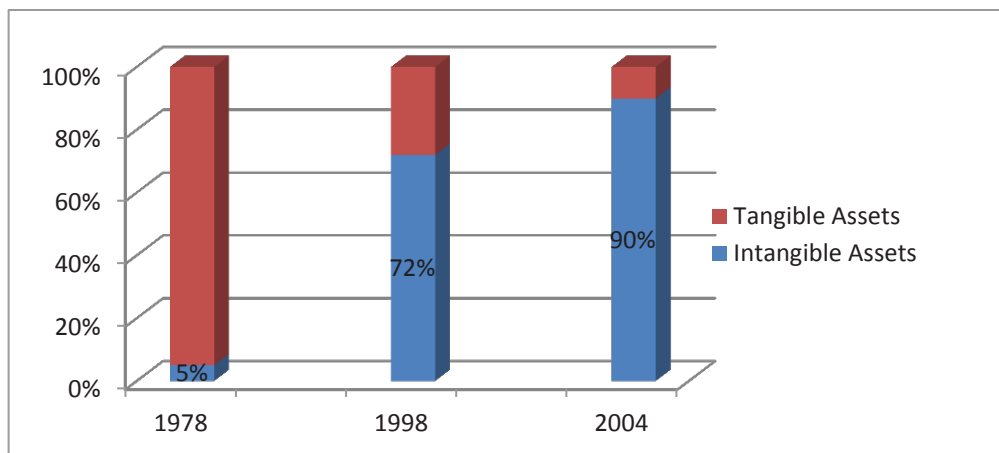
The Namibian Public service, and for that matter, Africa's, has to contend with **six major transformation dynamics** that a new mindset embracing innovations, entrepreneurship, and most critically, systems thinking and strategic leadership. These trends are influenced by:

- Rapidly changing citizen and consumer profiles, preferences and value propositions
- More open access to communication systems and technology-driven products, services and competencies
- Increasing interconnectedness among governments, markets, world citizens and civic organizations
- Increased need for public sector reforms, consolidations and more accountabilities
- Higher sense of competition in both domestic and overseas markets forcing the need for improved performance, productivity and efficiencies
- Tighter standards, regulatory and supervisory instruments, and more strategic government policy interventions

It is only through Education, Training, Research and Development Institutions (ETDRIs) that Africa will acquire the needed human capacity to anticipate, lead and manage the above six dynamics. ETDRIs' outcome will determine the quality of the countries' strategic leadership, and which in turn, will define how well the interdependent economies survive or grow, and the extent to which countries in Africa will be able to address the recurring burning issues of:

- Employment and social services
- Sustainable income generation
- Jobless GDP growth
- Underperforming public infrastructures
- Rising inequity and inequalities in income, access and welfare

*Figure 5: Trend in Public Sector Performance Transformation Drivers
Major Driver of Business in the Modern Economy*



Source of Data: Value based Management.net

Raising the Status of Intangible Assets

Traditionally, the emphasis has always been placed on the promotion of tangible assets, including such things as infrastructure, plant and processing equipment, technology, and finance. Today the role of intangible assets or intellectual assets has become a major force in promoting and sustaining public sector performance and have a strong positive influence on the decisions and direction of future programmes, skills and competencies and thus the capacity of ETDRIs.

Popularizing Awareness of the New Economic Transformation Drivers

To the leaders of our beloved colleagues, country and continent, I would like to pose for your reflection, a question of relevance to the moment. It is this: are we doing enough to harness Africa's rich human capital, in order to beneficiate our natural resources and to enable our public service and private sectors to operate at the optimal level?

Let us examine closer the magnitude of the shift that Namibia and African leaders have to make. Our development policies so far have been driven by exploration and investment in tangible assets, like mining, tourism, industrial development and, construction. The formula has not produced sustainable jobs, income, or domestic production.

Relatively little use has been made of our intangible assets, i.e. from applications of skill, knowledge, innovation and entrepreneurship. Figure 4 shows how new industrializing countries (like the BRICS) have transformed their economies based on developing intangible assets and using public sector to push performance. Can we honestly say that these ideals have been fulfilled or met in Namibia or in most of Africa?.

Setting Targets for Public Sector Managers

Given the accumulated shortfall in public sector performance and delivery, the transformation agenda and vision 2030 goals, the Namibian government, the civil service, public service and public sector must set the stage. We must put to rest the old concepts of human resource development and the notion that learning and training are exclusive domains of any one particular institution. We need to engage all competent public and private sector Training institutions if we are ever to make the difference between then, now, and tomorrow. This transformation agenda must force us to rethink our human capacity building enterprises and treat them as systems rather than individual institutions.

For this type of revolution to happen, the learning, training and leadership development initiatives must be revamped, integrated, and better coordinated at national, regional and local levels. ETDRIs' outcomes must include Public Service Training Institutions (PSTIs) and the output of ETDRIs and PSTIs must be linked and aligned to both government services and private sector requirements. At every stage the ETDRIs and PSTIs' programmes should gather both public and private sector endorsements. PSTI's role will be instrumental in re-empowering the public service, and in precipitating the frameworks for their annual corporate and strategic plans within the reenergized performance management system.

Appropriate response to the above challenges has urgent implication for Governments, namely:

1. PSTIs to be streamlined, connected and their new roles strengthened to provide management training and prepare staff for improved performance and productivity in current roles and to assume new responsibilities;
2. PSTIs that are performing are to be given higher status and transformed into PSTDIs (Public Service Training and Development Institutes) to provide not only management training, but also management development (i.e. to prepare current managers for higher level managerial leadership responsibilities); and eventually transforming highly performing institutions;

3. Transform PSTDIs into PSTLDCs (Public Service Training and Leadership Development Centres). This is necessary to prepare senior managers, executives and emerging leaders into a progressive career in leadership and governance.

Investing in Public Service Leadership Development

Marquis and Huston (2003) inform us through their frontier research that while the term “leader” has been in use since the 1300s, the concept of “leadership” did not emerge in English literature until around the second half of 19th Century. DePree (1989), for example, notes that “the first responsibility of the leader is to define reality” and Kouzes and Posner (2002) point out that leaders have “the ability to bring out the best in others – that is, to enable others to act in accord, purposefully”.

On the other hand, Gardener (1990) described leaders, in terms of their “persuasion ability which encourages individuals or groups to pursue objectives held by “the leader”. Bennis (1994) sees the leader as the “chief transformation officer” while Mahatma Ghandi suggested that for leaders to be transformers they must “Be the change that they want to see in the world”.

Peter Drucker, perhaps the foremost authority on modern management theory, suggests that

“Leadership is [best] defined by results,... not attributes”.

After a speech one day to a distinguished assembly of world leaders, Zig Ziglar was approached by someone in the audience who said: *“Zig, you gave a great speech, but you know something “motivation doesn’t last.” Zig replied, “Bathing doesn’t either. That’s why I recommend it daily!”*.

Leadership is not something out there. It’s not a skill that you can take up when you need it, put up when you do not or take for granted. It is a competence that develops over time and it becomes sustained and authentic through constant practice, continuous learning, and by your example and use. And when I speak of learning, I do not mean necessarily getting advanced degrees. I mean reading and keeping yourself informed and up to date with your passion and everything that concerns it. Put differently, leadership is very much like bathing. It gives you the ability to have a clean mind and clear thoughts; in other words, a good vision. But like bathing, you need to practise it, and do it continuously.

Making PSTI’s Agenda More Inclusive

Implementation of the Leadership Development Centre (LDC) is in fact the third level of the PSTI’s evolution. It is born sometimes as a direct response to identified leadership gap, or it can be the logical or strategic development of the PSTI in response to growing

and modernizing civil service. Its main aim is to cater to the systemic requirements of the public service to grow its core competencies in order to facilitate a seamless transition and progression from public service management to public service leadership in all areas including local government and municipality leadership, Parliamentary leadership, Executive Leadership, Judiciary leadership, Commissioners and oversight authorities, Diplomatic Mission and Country representative and parastatal executives.

Conclusions and Recommendations: Charting The Way Forward

Linking performance with resources is the hardest part of implementing a performance management system. Unquestionably, there have been lots of effort to get a performance management system in place in the public service in Namibia since Independence. Performance management requires people that are well trained and motivated, resources that are accessible to roll out programmes and teams that are skilled to evolve strategic plans and buy in stakeholders within and outside the organization. Implementation requires the linking of strategic outputs with resources and results with performance incentives. This is not always easy to do in a public sector environment and innovation is necessary to find ways and means of incentivizing performers outside of salary.

Sustainable performance requires public sector leaders and performers to respect some basic principles which have been clearly identified above. Breaching them means that at some point in the performance management cycle, some of the critical systems will stall and leave expected results, government missions, including key performers wanting. The consequence of stalled performance is image loss, deterioration in the quality of public services, and failure of public sector leadership. **Without exception, most African governments have been found wanting, and perhaps mostly so, when the test of leadership is greatest. Despite tremendous efforts and capital resources by some, and by doing nothing or too little by others to reform, the status quo of most African States remains. In most cases, we may have breached some or all the basic principles for achieving sustainable public sector performance and development.**

In the case of Namibia's transition, it could be observed that **invariably, our public sector leadership and management may have misused, misread or misinterpreted public expectations, public interests and priorities, perhaps innocently, in the belief that paper structures will equate to proper public service. Equally, we may have misunderstood the strategic roles of PSTIs and ETRDIs in the performance transformation agenda in under-funding and understaffing them and allowing ineptness and ineffectiveness to intervene and bias our judgements on inflated or imported theory over empirical findings and local reality.**

Growing new critical thinkers in the Public Service

Broadly, the current pool of leadership and management do not encourage critical thinking and innovation. Critical thinking is a necessary skill for public sector leaders. Unfortunately, this is not positively encouraged in Africa's public sector bureaucracies and the Namibian public service is no exception. "Critical thinking" defines the leader's attitude, and, as such, the leaders' attitude permeates management and allows the administration to critique itself. This willingness and ability to be self-critical and to assess propositions objectively is fundamental to make strategic judgments on the basis of well-supported reasons and evidence rather than emotion, affiliations, or anecdotes and is fundamental for performance improvement.

De-bureaucratizing and Transforming Public Sector Institutions

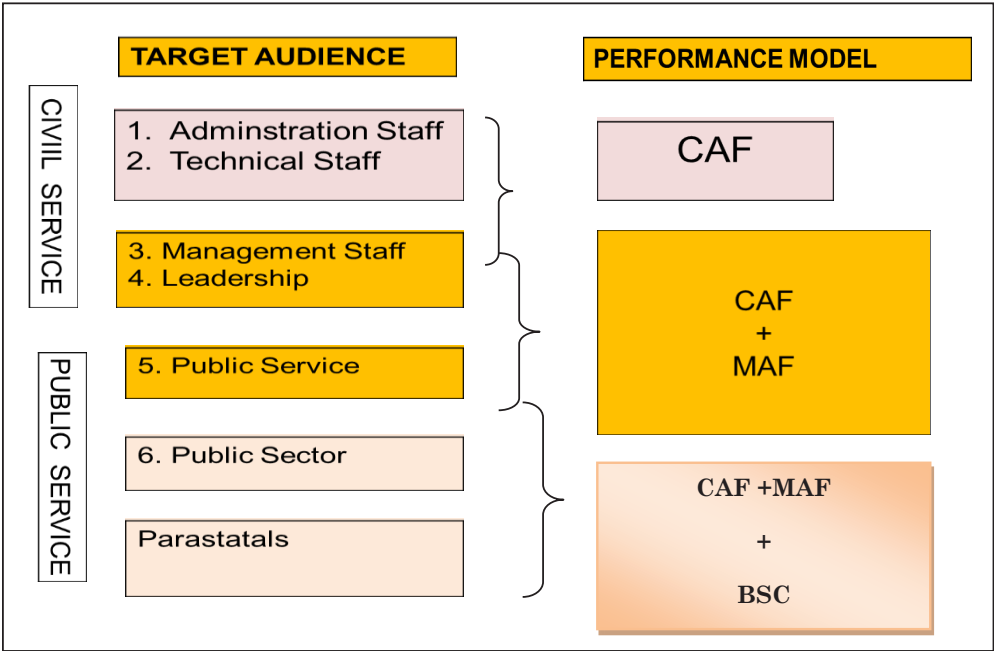
Public service institutions are by nature bureaucratic and hate changes. Transforming PSTIs into PSTIDs represents a fundamental shift that government leaders and public management need to envisage in the quest to find sustainable performance solution. This argument supports the addition of Leadership Development (and Governance) Centres (LDC) in the country and within the continent as an urgent and strategic priority. This will bolster the crop of emerging public sector leaders and will build up the core of critical thinking succession leaders. According to Getty, "A good leader lives at the edge, between now and the next, and is able to engage and inspire folks for the journey across the untraveled landscape to a preferred and optimistic future". Africa's leaders need to build up these habits so that we can go beyond the Millennium Development Goals (MDGs) and advance the Continent's development status.

Installing Performance, Metrics, Monitoring and Reporting Systems

It is generally accepted that the metrics of performance in public service institutions is weighted more heavily on the side of "effectiveness and effectiveness" of their output rather than technical efficiency, in contrast to private sector institutions whose bottom line is based on technical efficiency and profitability. Private sector institutions have been successful in applying the Balanced Scorecard (BSC) model as the alignment and link to corporate strategies for improved performance. Parastatal organizations seek to provide public service using private sector principles which makes them a good candidate for BSC application.

On the basis of the above assumptions, I would like to recommend the CAF Model to address public service administrative, technical and middle management performance issues and the MAF model to address public sector senior and executive management issues of leadership, governance, and accountability.

Figure 6: Model Recommendation for Promoting Performance Management in Public Service and Public Sector Institutions



Embedding CAF and MAF as Tools to Sustain Performance and Incentives

The CAF and MAF models, briefly described above, outline the special relevance to public service institutions that seek to improve operational and management performance. CAF is ideally suitable for the administrative, technical, supervisory and middle management staff. On the other hand, the MAF model is tailored to promote performance and accountability at the level of senior management, policy-making, public service leadership and governance.

Since parastatals are regarded as hybrid institutions having public service objectives alongside the practice of commercial principles, they are expected to provide a good balance in effectiveness and efficiency. The combined use of CAF and MAF (as depicted graphically in Figure 6) is recommended for parastatal organizations and executive agencies of government. When CAF and MAF are used in cooperation with the Balance Scorecard, they enhance results production and management, operational efficiency, customer focus, and improve customer value and satisfaction.

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