



Your experience, your views: exchanging knowledge, research and best practices

EDITORIAL INTRODUCTION:

In our fourteen year history, CAPAM has continuously strived to work as a centre for the exchange of knowledge, best practices and experience. It is clear that serving as a vital point of connection between such diverse members involves providing common and accessible forums that bring together research, critical reflection and the importance of practice and application.

In 2008, we are pleased to provide a new focus for CAPAM's membership newsletter. As a key publication of the organisation, *Commonwealth Innovations will be engaged as a direct forum for exchange*, one that draws upon the wealth of knowledge of our members by bringing together their thoughts and experiences under three major themes; innovations in citizen centered service delivery, excellence in organisational leadership and capacity building, and best practices in management and administration in the public service.

We would like to extend sincere appreciation to all contributing members for this first thematic edition. *CAPAM invites continued article submissions under the theme for the next edition (to be published in June 2008); excellence in organisational leadership and capacity building.*

CAPAM is sustained by members that believe in the value of engaging conversation across diverse national and regional experiences, and by key international leaders that continue to grow and support an organisation that works across borders to promote the recognition of the shared public service experience.

Volume 14 – No. 1: Innovations in citizen centered service delivery

In this first thematic edition of 2008, we are pleased to enclose articles and submissions representing the cross-sectional experience of our membership. The edition includes articles from practitioners, academics and professionals that represent experiences in Australia, Canada, Kenya, Tanzania, Singapore, and South Africa. In response to the noted theme, the articles in the first section explore the topics of electronic governance, service integration, and results based management for service delivery. The second section highlights three e-governance cases, illustrating the innovative application of ICT in service delivery.

For more information about submitting an article, please contact the Editor: Ada Wong, Manager, Membership & Communications, awong@capam.org

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CAPAM 2008
BIENNIAL CONFERENCE
OCT 19-22 · BRIDGETOWN, BARBADOS

Registration for the 2008 CAPAM Biennial Conference is now available. The early bird deadline is June 30th, 2008. Please see pg. 2, CAPAM News, for more information.

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CAPAM 2008

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*Continuing the Shared Journey:
Achieving Public Service Excellence*

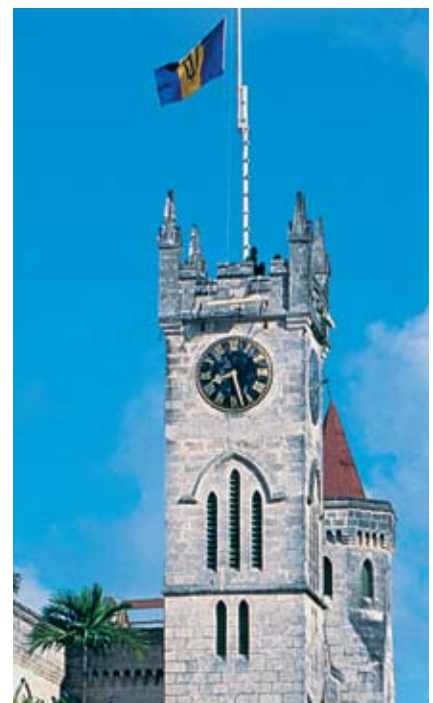
What is the role of the public service in the 21st century? How is this role both similar and different across national, regional and international borders? What does it mean to achieve public service excellence in the context of improving service delivery, fostering good governance and building institutional capability?

Join us in Bridgetown, Barbados for the 8th CAPAM Biennial Conference. The conference will explore the shared journey in achieving public service excellence by engaging delegates in an active discussion that identifies strategies, pre-requisites – both human and structural, and shared lessons in the development of a public service that actively responds to the needs of citizens in the current context.

Taking place over the course of three days, this discussion will also include the following sub-themes:

- Raising the standard: Promoting Actions/Behaviours and Programmes to Achieve Public Service Excellence
- Making Further Strides: New Governance for New Times
- Upward and Onward: Enhancing Management and Institutional Capability for Achieving Public Service Excellence

For the conference brochure and more information, please visit: www.capam.org or email Ada Wong at awong@capam.org



**COMMONWEALTH
INNOVATIONS**

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CALL FOR ADJUDICATED PAPERS



**Abstract Deadline (required):
May 16, 2008**

**Conference Theme:
Continuing the Shared Journey:
Achieving Public Service Excellence**

Papers will be accepted under the following themes:

- Improving the Delivery of Public Services
- Developing Public Services Bureaucracies to meet the demands of the 21st century
- Aiming for Excellence in Service Delivery: Reinforcing core values
- Managing Human Capital for Better Governance
- Private/Public Partnerships in Enhancing Service Delivery
- Civic Engagement in Public Policy Formulation/Implementation
- Reforming and Strengthening Public Service Institutions: Lessons of Experience in Small States
- Small Size, Dependency and Vulnerability: Managing the issues and Turning the Weaknesses and Threats into Strengths
- Placing People at the Centre of Development:
- Strategic Considerations for Public Administration Managers

Guidelines:

- 1) An abstract must be submitted before May 16, 2008
- 2) Papers should, to the greatest extent possible, include the latest knowledge and experience in the fields studied and underline the comparative perspectives
- 3) Papers must be submitted electronically, in Microsoft Word, double-spaced to a maximum of 18 pages
- 4) Standard footnote and bibliographic formatting required
- 5) Authors are requested to attach a fifteen-line biographic note
- 6) It is the responsibility of the authors to obtain authorization relative to duplication and copyright

Upcoming CAPAM Learning Programmes

Enhancing Leadership and Policy Implementation Skills in the SADC Public Sector A CESPAM/CAPAM Executive Training Programme

April 15 – 18, 2008

Over the last seven years the CESPAM/CAPAM Partnership has offered a number of high level executive courses aimed at improving the knowledge on public sector issues that are particularly relevant to the SADC public services and bringing senior public sector managers 'up to speed' on best practices and new ideas in public sector management and governance.

The objectives of this four-day seminar are to:

- Provide the participants with a thorough understanding of the leadership function and identify the skills and attributes needed to be a successful leader
- Understand the issues and challenges of anticipating, analysing,

managing and implementing a change process

- Understand the issues and challenges of enhancing performance at the individual, team and organisation levels
- Understand how to develop new policies and to plan and lead the implementation of these within the organisation
- Review the essential skill sets leaders require to foster positive cooperation and coordination in their organisation

This upcoming programme will be held at the Botswana National Productivity Centre, Gaborone, Botswana. For the programme brochure and more information, please visit www.capam.org or email Mrs. N.J. Mokgwathi at mokgwanj@mopipi.ub.bw

CAPAM in the Pacific Islands

In partnership with the Governance and Institutional Development Division of the Commonwealth Secretariat, CAPAM delivered two programmes in the Pacific region on the islands of Niue and Samoa in early March.

The programme reports for Performance Management and Leading for Reform (Alofi, Niue) and Leadership and Ethics in the Public Service – a programme for CEO's, ACEO's and middle managers (Apia, Samoa) will be available in the coming months.

Programme Note:

The Executive Program in Public Management at the Administrative Staff College of India, Hyderabad has been postponed until later this year.

Interested applicants are asked to submit inquires directly to capam@capam.org. Notification of new programme dates will be communicated when available. Thank you for your understanding.



World Cities Summit 2008
Liveable and Vibrant Cities

Liveable and vibrant cities: Singapore to host inaugural World Cities Summit

Singapore will host the first-ever World Cities Summit, a premier international conference on public governance and sustainable development of cities, from 23 to 25 June 2008.

Featuring the theme "Liveable and Vibrant Cities", the Summit will discuss the challenges of urbanization and examine best practices for the sustainable development of cities. The discussion topics will include issues related to effective governance, urban planning, infrastructure development, environmental sustainability, quality of life and economic competitiveness.

Practitioner focused, the event will have prominent and internationally-renowned speakers sharing their experiences and offering practical insights into effective policy formulation and implementation. They include: Haruhiko Kuroda, President, Asian Development Bank; Ms Noeleen Heyzer, Executive Secretary, United Nations Economic and Social Commission for Asia and the Pacific; Lee Kuan Yew, Minister Mentor, Singapore; Abdullah bin Abdul Rahman Al-Hussayen, Minister for Water and Electricity, Saudi Arabia; Hiroshi Nakada, Mayor of Yokohama; John So, Mayor of Melbourne; Jim Clifton, Chairman and CEO of Gallup Organization; Ms Marilyn Taylor, Immediate Past Chairman, Urban Land Institute; Partner, Skidmore, Owings and Merrill; Professor Sir Peter Hall, Bartlett Professor of Planning, University College of London; and Professor Peter Rowe, Raymond Garbe Professor of Architecture and Urban Design, Harvard University.

The Summit will bring together Ministers, city mayors, senior government officials, experts and business leaders from around the world. The international delegates will include a good number from the Asia Pacific and Middle East, providing excellent opportunities for networking and exchange of ideas.

The inaugural World Cities Summit will be held at the Suntec Singapore International Convention and Exhibition Centre. It will be held at the same time as the inaugural Singapore International Water Week 2008, which has the theme "Sustainable Water Solutions for Cities". In conjunction with World Cities Summit 2008, Singapore will also be holding the East Asia Summit Conference on Liveable Cities. An initiative proposed by Prime Minister Lee Hsien Loong at the 3rd East Asia Summit (EAS) held in Singapore last November, the EAS Conference on Liveable Cities aims to give EAS cities a platform to network and exchange best practices and expertise in developing sustainable and ecologically friendly cities. Prime Minister Lee will be officiating at the joint opening ceremony for the three events and will deliver the keynote address.

Apart from the plenary sessions and breakout tracks, World Cities Summit will offer site visits for delegates to engage practitioners and get a better understanding of policy implementation. There will also be an exhibition to facilitate business opportunities and stimulate exchanges between the public and private sectors. The exhibition will be co-located with the Water Expo of the Singapore International Water Week.

World Cities Summit 2008 is organised by Singapore's Ministry of National Development, the Singapore Civil Service College and the Lee Kuan Yew School of Public Policy of the National University of Singapore.

Tan Tee How, Permanent Secretary of Singapore's Ministry of National Development, said "Today, half of the world's population is already living in cities and the trend for further population growth, urbanization and industrialization will continue. Cities, and the way we plan,

build and manage them, will determine how far the world can achieve sustainable development and tackle environmental problems like climate change. Mindful of its limited resources, Singapore has embraced long-term urban planning from the onset to ensure that both economic growth and quality living environment can be sustained. Through World Cities Summit, we hope to bring together like-minded cities and stakeholders to share their insights and expertise as well as discuss the challenges faced in achieving sustainable development."

"World Cities Summit 2008 will be an excellent platform for public policy practitioners to discuss and to share experiences on how to tackle the challenges of creating cities that are economically vibrant and liveable. The Summit will be a good platform to share learning experiences and perhaps, even spark off some new ideas," added **Chan Heng Kee**, Dean & Chief Executive Officer of the Singapore Civil Service College.

Professor Kishore Mahbubani, Dean of the Lee Kuan Yew School of Public Policy, noted that "Asian cities are becoming the new centers of growth in a dynamic and exciting region. The challenge for national and city leaders is to ensure that these growing cities carry on humming – to keep the water clean, the air clear and the traffic flowing; and more than that, to provide a high quality of life and a good livelihood for the people living in them. World Cities Summit creates enormous opportunities for new ideas to emerge on how Asian cities can be better managed and developed."

For a list of **Strategic Partners** and **Supporting Organisations**, or for more information: please visit www.worldcities.com.sg

Strengthening public service delivery through **electronic governance** in **Tanzania:** Prospects and Problems

By
Mujwahuzi H.M. Njunwa

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Introduction

The last two decades have witnessed critical challenges to public administration. On the one hand, budgetary crises, declining public administration performance and citizen apathy towards public administration have almost halted the processes of government. On the other hand, and related to the above challenge, politicians and administrators have been compelled to rethink and review the role of the state and its relationship with its citizens in order to make the government more responsive to the people's needs as well as make it work much more effectively and efficiently. Public administration responses to these challenges have varied from country to country. Most states have addressed these challenges through the adoption of various administrative innovations that governments believed would improve the processing and the provision of public goods and services, including the facilitation of citizen involvement/participation in the affairs of the state. Citizen involvement in governmental processes has strongly been viewed as one of the critical factors for the successful implementation of public development programs (Zanetell and Knuth, 2004). Some of the administrative/technological innovations that governments have adopted have included outright privatization, service charters, decentralization of decision making



to lower levels of government, contracting out the provision of public services to private providers and the application of the internet and the World Wide Web (WWW) to strengthen public administration-citizen interactive relationships, or briefly, *E-governance*. The degree of success for all of these innovations has varied from country to country.

One of the administrative/technological innovations that has engulfed almost the entire world and continues to gain momentum has been the application of the internet and the World Wide Web to the processes of public service delivery. The purpose of this article, therefore, is to examine the extent to which the introduction of *E-governance* has enabled Tanzania's public administration to serve its citizens better. This examination will entail, firstly, a brief look at how the delivery of public services has evolved

since 1961 when Tanzania gained its political independence. Secondly, a review of major policy steps that the Tanzanian government has so far taken to create the required framework within which E-governance could effectively be pursued will be made. Thirdly, the prospects that presently exist in Tanzania to facilitate the application of the internet and the World Wide Web to governmental processes will be explored. Fourthly, some of the major constraints that are likely to impede the effective implementation of E-government in Tanzania's administration processes will be highlighted. Finally, some suggestions on how the adoption of *E-governance* in Tanzania could effectively be pursued in relation to public service delivery will be presented. It is important to point out at this stage that e-governance in Tanzania should be looked at as one of the many administrative innovations that this country has embarked upon since the early 1960s. In other words, the context of E-governance in Tanzania is the wider embodiment of a series of reform initiatives that this country has taken to enable the government to serve the people better.

We consider the significance of this article to lie in two aspects. Firstly, the Tanzanian case typifies a situation of many poor, aid-dependent countries that are compelled to embrace a technological /

administrative innovation not due to its immediate and critical importance to that particular country, but due to technological pressure exerted by forces of technological globalization. Secondly, this article may help us to recognize the kind of dilemmas and challenges that political officials and administrators in information and communications technology developing/transitional countries wrestle with as a result of externally induced/imposed development priorities. Such recognition could compel introducers and exporters of administrative/technological innovations to review their perceptions about the causes of failure of externally generated administrative innovations/reforms in developing/transitional countries.

Conceptual issues

Before we begin looking at the evolution of public service delivery in Tanzania, it is important to define the conceptual framework within which this article has been written. The concepts that we shall briefly address include *public service delivery*, *information and communications technology (ICT)* and *governance* including its associated terms (i.e. *e-government* and *e-governance*). *Public Service Delivery (PSD)* refers to an arrangement whereby there are established structures, processes, and procedures which authorized individuals abide by to process and deliver goods or services to the people. The latter too adhere to the same arrangement in their attempts to obtain the services or goods that they require. This arrangement is characterized by values of transparency, fairness, accountability and equal access. In other words the idea of access being dependent on the ability to pay does not exist under the PSD. The PSD emphasizes the needs and concerns of the end users who become the central focus in designing governmental service delivery (Osborne and Gaebler, 1992). *Information*

and Communications Technology (ICT) is fundamental to facilitating every electronic application. According to Tanzania's National Information and Communications Technology Policy (2003: p. iii) ICT is a "generic term used to express the convergence of information technology, broadcasting, and communications among which the prominent example is the internet." The Policy (2003) thus defines Information Technology (IT) as the system that "embraces the use of computers, telecommunications and office system technologies for the collection, processing, storing, packaging and dissemination of information." Heeks too defines ICT as an electronic means to collect, process, store and communicate information, especially through the computer hardware, software and networks. Hornby (2000) provides a much broader definition of ICT as to mean both the *study* and the *use* of electronic processes and equipment, especially computers, to store, analyze and send out information of all kinds including words, pictures and numbers.

It can be noted from the foregoing that ICT is not a field limited only to practical applications. It is also a science and a field of study, with specific working concepts as well as methodological procedures of research. Moreover, it can be observed that ICT is the mother of all electronic applications that have presently permeated almost all fields of activity in the areas of commerce, politics, liberation, trade, law, etc. In fact, it is this ICT revolution that has facilitated the globalization of the economy, business, finance and culture (Berleur, 1977; Heeks, 1999).

Governance is another term that assumed great prominence in recent years. According to the United Nations institutions and the American Society for Public Administration (2002) governance is defined as "the manner in which power is exercised in the management of a country's

economic and social development." Governance, as espoused by these multilateral organs, is leadership under which the regime concerned respects the rule of law, accountability, and transparency and permits the enjoyment of human and civil rights. Ngware (1999:9) defines governance as the "exercise of social, political, economic and administrative authority to manage a nation or municipal affairs." To Ngware, good governance involves practicing democratic values, administrative and political accountability, transparent decision-making mechanisms, transparent and incorrupt administration, respect for the rule of law and holders of public office being accessible to the people regardless of their gender, class, ethnicity, income status, education and position in society.

In view of the foregoing, it can be noted that governance is an interaction between two groups of people – the leaders and the led. This interaction involves certain mechanism of communication that facilitates leaders' delivery of information in form of services, rules, policies and guidance to the citizens. At the same time, this interaction has some mechanism that enables the led to feed back to their leaders about the way they (the led) feel about those services, rules and policies. Up until recently, and most developing countries, this interaction was characterized or dominated by non-electronic forms of communication such as verbal delivery of information (through meetings) and print media (files, letters, newspapers, official gazette, etc). Today, this interaction has been, or is increasingly being transformed "*electronically*." That is what has been called *electronic governance* to which we now turn our attention.

The United Nations (UN) and the American Society for Public Administration (ASPA) have defined E-governance as "utilizing the Internet and the world wide



web for delivering government information and services to citizens (UN/ASPA, 2002:1). Tanzania's ICT policy (2003: 5) distinguishes between *e-government* and *e-governance*. According to this policy, e-government refers to the situation where government ministries, commissions, directorates, departments, and executive agencies have transformed their operations by deploying ICT. On the other hand, e-governance is possible only when there is already in place an effective e-government infrastructure through which the public service can communicate internally and with intended beneficiaries of its services.

From the foregoing we can make a few observations. Firstly, e-government and e-governance are two sides of the same coin. The former (e-government) refers to the hard and soft ICT infrastructure which the governmental institutions must put in place for data/information retrieval, quick decision-making and instant feed forward and feedback of inputs. The latter (e-governance) means the application of the ICT infrastructure to the functions of government. This means that the existence

of e-governance, presupposes the existence of ICT infrastructure. Secondly, e-governance is conceived within the administrator/leader – led context. Thirdly, e-governance is perceived as an advanced form of interactive communication, which is characterized by the values of efficiency, transparency, accountability and responsiveness. Finally, since ICT is a field of practical activity, a science as well as a field of study, e-governance is possible where both the leader and the led have access to, and possess a working knowledge of the ICT infrastructure.

The evolution of public service delivery in Tanzania: 1961 – 2008.

The delivery of public services in Tanzania has evolved over the years. Between 1961 and 1966 the provision of public services in the areas of education, health and sanitation, water, roads, safety and security was predominantly carried out by governmental institutions under a centralized mode of governance. In very

few instances, religious organizations were allowed to run dispensaries and hospitals as well as primary, middle and secondary schools. As far as the provision of goods was concerned it was again the responsibility of the government to import these goods to meet the needs of the people. The private sector that had developed in Tanzania up to 1961 was so small and fragile to be able to sustain the ever increasing consumer demands of the people. The methods through which the government officials communicated amongst themselves as well with the people over various policy and administrative issues were predominantly letters, meetings and other forms of print media. These methods suffered a number of limitations including delivery delays, message misplacement and distortions.

In 1967 Tanzania adopted the socialist ideology which led to the nationalization of the few existing private enterprises that had managed to emerge, especially in the sectors of import-export trade, insurance and commerce (banks). It was the nationalization policy that led to the hurriedly formed public enterprises, made up of over 450 parastatal organizations. These became the major instruments of public policy implementation. The government charged them with a variety of responsibilities, which included the production, distribution and marketing of consumer items. Some of them were charged with the task of producing agricultural crops for the export market. These organizations performed well between 1967 and 1985. With the beginning of the late 1980s they began to exhibit all sorts of poor management including misuse of public resources, blatant embezzlement, over-employment and nepotism. Industrial production stood at 30% of installed production capacity. As a result, consumer items became annoyingly scarce on the local market and the ability of these organizations to pay taxes to

the Treasury dwindled. Consequently, the government capacity to sustain the provision of social services declined too. Public enterprises responsible for managing postal and telephone/telex services became victims of managerial pillage. The delivery of registered and ordinary mail became targets of dishonest postal office workers. It became extremely difficult for the leaders to communicate with the led and vice versa.

The beginning of the late 1980s witnessed dramatic changes in public service delivery processes. Due to citizen and external pressure mainly from the World Bank, International Monetary Fund and Development Partners the government embarked on privatization measures which have led to the *cooperative public service delivery mode* whereby governmental institutions have ceased to enjoy the exclusive monopoly of public policy implementation. The delivery of public services is now a cooperative venture whereby public and private organizations participate in the processes of delivering public services and goods. For example, the collection of parking fees in urban areas is now outsourced to private operators. Garbage collection and disposal in almost all local authorities is done by private firms. The provision of security services is increasingly outsourced to privately-owned security firms. As for the provision of primary and secondary school education, private operators currently account for 30% from 2.5% in 1967. The provision of medical and health services is also done through the cooperative mode with the private operators accounting for 25%.

From the foregoing we can note that public service delivery in Tanzania has evolved from a centralized mode of service delivery to cooperative mode of service delivery. In the course of that evolution citizens were not served methods better

due to poor delivery methods as well as poor means of communication. How then has e-governance enabled the government to serve the citizens better? What initiatives has Tanzania taken in this regard? What are the prospects of success? What are the constraints? These are the issues that we address in the following sections.

E-governance initiatives in Tanzania

The adoption of E-governance in Tanzania should be looked at as a continuation of previous governmental reforms such as decentralization of 1972, the reintroduction of local government in 1982, the launching of the local government as well as the public service reform programs of 2000 which sought to strengthen the ways in which the government served the people. Between 1990 and 2004 some ground had been laid by way of establishing the legal and policy framework within which practical and effective e-government could be pursued. For example, in 1993, the Communications and Broadcasting Acts were enacted. These Acts made it possible for private individuals to operate broadcasting/communication infrastructure and services such as radio and television stations, mobile cellular and internet services. In 1997 the National Telecommunications Policy (NTP) was launched. This policy accelerated the increase of telecommunication services in the country, especially in urban areas.

In 2001/2002 financial year, the government abolished all taxes and duties on computers and peripherals. This move has made computers and related ancillaries relatively affordable and therefore within reach of many Tanzanians. In 2003, the Ministry of Communication and Transport, on behalf of the government, issued the National Information and Communications Technology Policy. The policy clearly states

that "Tanzania has to become a hub of ICT infrastructure and ICT solutions that enhance sustainable socio-economic development and accelerated poverty reduction both nationally and globally" (ICT Policy, 2003:2). In practical terms, the policy sought to computerize critical information and data required for fast decision making by government officials. The policy also sought to link all government ministries, commissions, executive agencies and local government authorities through a network of computers in order to facilitate both intra- and inter- ministerial information/data access. Moreover, the policy, through people's representatives (councilors and members of parliament) sought to sensitize and encourage ordinary citizens to develop an interest in accessing government information through the internet. The policy clearly signaled bright prospects for the e-governance to take root in Tanzania and therefore enabling the government to serve the citizens better. But there are stumbling blocks to wrestle with.

Hurdles to serving citizens better through e-governance in Tanzania

Although the legal and policy framework appears to be in place the prospects for e-governance to succeed in Tanzania and therefore enable the government to serve the people better do not seem to be adequately apparent at this stage. Let us briefly highlight some of the key stumbling blocks.

Establishments of websites

We mentioned in section 2.0 that E-governance is possible where sufficient e-government is already in place. This means that for e-governance to work institutions of public policy formulation and implementation (e.g. parliament,

government ministries, executive agencies, regional and district administrations as well as local authorities) must establish well – information stocked Websites, which provide an option for the citizen to send feedback and suggestions to administrators and politicians through e-mail. In February 2002 Tanzania established the national website (<http://tanzania.go.tz>). Moreover, March 2004 Tanzania's National Assembly too created its website (www.parliament.go.tz or www.bunge.go.tz).

Unfortunately the overall performance in this area is still inadequate. In 2004 six out of the 24 government ministries had established website and an e-mail address. Today (2008) only five of the 119 local government authorities have created websites. Most executive agencies have established websites. None of the 21 and 105 regional and district administration respectively has established websites or e-mail addresses. The few websites that have been created so far have an information orientation. That is these websites are embedded with a variety of information (e.g. demographics, economy, administrative reforms, etc) without regard to categories or orientation of users such as students, citizens, visitors, tourists, business community, farmers, etc.

Some E-government experts have argued that the development of E-government passes through 5 stages before it can be considered to have reached fruition (Moon, 2002). Stage one of e-governance development process involves simple information dissemination (one way communication). Stage 2 is a two-way communication described as an interactive mode between government and constituents (request and response). In stage 3 the government allows online services and financial transactions (e.g. renewing licenses, paying fine, etc) by completely replacing public servants with

web-based self-service. Stage 4 involves the integration of various government services vertically (intergovernmental integration) and horizontally (intra-governmental integration) for the improvement of efficiency, user friendliness, and effectiveness (Hiller and Belanger, 2001). According to Layne and Lee (2000) vertical and horizontal integration push information and data-sharing among different functional units and levels of government for better online public services. At stage 5 the government promotes Web-based political participation in which online voting, online public forums and online opinion survey becomes possible. In view of the foregoing, Tanzania's E-governance development is still in its infancy stage. The country is still grappling with the initial E-governance challenges before she can even think of going to stage one, and therefore think about serving its people better through E-governance.

Dominance of English

Recent studies have shown that of all web pages in the world, about 86.9% are in English, followed by 4% in German, 3.1% in Japanese, 1.8% in French, 1.2% in Spanish, 1.1% in Swedish, 1% in Italian and less than 1% in all other languages (Norris, 2001). Tanzania's population is 35 million. According to Tanzania's National Bureau of Statistics (NBS) (2002) only 2.4% of all adult Tanzanians have a working knowledge of the English language. Moreover, a quarter of Tanzanian adults has no education and 29% can neither read nor write. 30% of Tanzanian adults in the rural areas have no education. Clearly, due to the dominance of the English language in ICT/E-governance, the prospects for the majority of Tanzanian citizens to avail themselves of the E-governance benefits seem to be fairly remote.

Accessing the ICT Facilities

Although the government has abolished taxes on computers and related ancillaries it is still very hard for an ordinary citizen to buy a computer, a printer, software material, etc. This author's survey in 2003 showed that the average price of a good reconditioned computer (desktop) with 32MB, Pentium 1, 200 MHz and a few more features was Tshs. 230, 000 (US\$250). The price of a brand new HP Laptop in 2007 was Tshs. 1, 460, 000 (US\$1,600). Very few ordinary Tanzanians can raise this money to acquire such machines. So, access is still a stumbling block to successful e-governance in Tanzania.

Internet Services

A few enlightened citizens are strongly motivated to make use of the ICT/E-governance services available. But their enthusiasm is frustrated by the extreme paucity of internet service providers. In 2004 there were only 23 internet service providers in the entire country of over 30 million people. According to Tanzania's ICT Policy, there were in 2003 1000 Cyber Cafes all over the country, mostly accessible to urban residents in Dar es Salaam, Morogoro, Arusha and Mwanza. The bulk of the rural and township residents (i.e. 85% of the population) do not have access to these services.

Electricity

Slightly over 85% of Tanzanian citizens live in the rural areas most households do not have access to power supply (electricity). Moreover, most rural residents live on less than a US dollar a day. Limited rural income makes it difficult for rural residents to afford installation charges of electricity services lines, let alone fluctuating electricity monthly bills. According to the National Bureau of Statistics (2000/2001) only 8.5% of all Mainland Tanzanian residents have access to electricity. Moreover, the supply

of electricity is so irregular and so poor that it is hardly possible to run e-governance facilities on a sustainable basis. Power supply is a very big stumbling block to effective serving the people better through e-governance.

Recommendations and conclusion

E-governance presents great opportunities to developing countries (Tanzania inclusive) for improved government performance, public service delivery and expanded citizen participation in governmental decision making. However, the local socio-economic conditions in which these countries find themselves present a variety of stumbling blocks to effective e-governance, a tool for serving citizens better. Indebtedness, poor infrastructure, poverty, poor policy making and implementation, absence of genuine political will and social differentiation are some of these stumbling blocks. However, as the Tanzanian case has shown, the potential to serve citizens better through e-governance does exist. The first step towards effective e-governance is for the leaders to exhibit the required political will by way of appreciating the potential benefits of e-governance as well as mobilizing their followers to do the same. As Dickson (1974) has shown, the development of technology is essentially a political question.

Secondly, within the limits of resource constraints the leaders need to look at E-governance as an essential strategy to reduce poverty and ignorance. This means that there is a need for a review of resource allocation so that E-governance too receives priority budgetary allocations alongside with education and health. Such allocations would be used to train personnel and purchase of the required ICT infrastructure.

Thirdly, there is presently, a disproportionately distribution of cyber cafes in favor of towns and cities. The government needs to look into the



possibilities cybercafé owners (e.g. through reduced taxes) to build these facilities close to where the majority of the citizens live (townships, villages). These citizens must then be empowered in terms of education and training as well as making computers and internet services available to them at preferentially reduced prices and fee.

In conclusion, the Tanzanian case somehow shows that developing countries are always enthusiastic in trying to adopt administrative/technological innovations for purposes of serving their citizens better. Sometimes, some of this enthusiasm is externally induced and, therefore, does not emerge from a locally-developed capacity. Moreover, this enthusiasm is sometimes an enthusiasm of the elitist class (politicians, bureaucrats, scholars, business community, etc). Given the generalized social inequalities that exist in these countries, electronic governance is likely to reinforce these social (in some cases economic) classes; that is widening, rather than, bridging the digital divide. Despite these odds, the government has the responsibility to assist its citizens to espouse e-governance so that it (e-governance) can play an effective role in enabling the government to serve its citizens better.

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Improving the delivery of government service to citizens through **Service integration**

The primary theme of a government's service delivery should be to deliver a sustainable service. Sustainable service is one that meets the needs of today without compromising the ability of future generations to meet their own needs. Research has suggested that high performers in the public sector base the value they create on two criteria: the outcomes they deliver and the cost-effectiveness they achieve. They measure their performance based on these mission driven outcomes – not just inputs and outputs – and the level of their accountability and transparency.

Many governments have spent years and enormous amount of money developing and maintaining multiple solutions, through their various departments and ministries, geared at satisfying one need of the citizens. This leads to more than one ministry having the same combination of functions. For example, the Ministry of Education and the Ministry of Youths and Sports find themselves developing programs geared towards satisfying the needs of the youth; the Ministry of Water Resources and the Ministry of Agriculture could develop programs and policies that are geared to one issue, for example: fishery; the Ministry of Industries and the Ministry of Trade and Commerce could develop various programs that are geared towards one need: importation of industrial materials. The result of this is waste of resources

(financial, human, technological, time), sub-optimal service delivery, very limited and often myopic solutions, increased bureaucracy, increased corruption, decreased transparency, unhealthy rivalry and competition. Furthermore, due to the uni-centric nature of the services, they do not stand the test of time as slight changes in environmental, social or political parameters lead to either scrapping the system or making major enhancements that result in yet another sub-optimal solution. This creates a cycle that consumes resources, government efforts and citizens' patience. Service integration is an invaluable solution to this problem as it offers the most cost-effective way to add value and achieve positive outcomes.

Like in the business world, integration in government can be *vertical* (one government department integrates with another at an earlier – backwards integration – or later – forward integration – stage of work); or *horizontal* (one department integrates with another department at the same stage of work). Horizontal integration enhances efficiency by bringing together people doing similar jobs, giving customers a better service and achieving lower costs. Vertical integration helps to control quality and thus ensures efficiency at either a later or an earlier job. Another form of integration is *conglomerate* (merges departments that offer completely different services), which

By
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creates an opportunity to share the risks associated with program delivery.

In the United States, the horizontal integration of the Inland Revenue and HM Customs in 2005 to become HM Revenue & Customs (HMRC) has resulted in savings in various areas. Cost-reduction by operating on a large scale, waste reduction, more efficient and faster service for the public, and reduced administration were cited as reasons for the integration. It also led to staff savings and motivation as staff was now trained to deal with a wider range of related issues leading to more variety of work per person and a better understanding of how to meet customers' information needs. This wider scope of work eliminates duplications.

Integrated government service in Canada is another case in point. Canadians, like citizens of other nations around the globe, expect to be able to interact with the government with ease. They want convenient, high-quality, accurate, quick and cost-effective public services with one-stop service access that does not compromise privacy. Consequently, the government created Government On-Line, and this has fundamentally changed the way the Government interacts with citizens and businesses. Two basic principles guided efforts to use the Internet to benefit Canadians, Canadian businesses and international clients: grouping information

and services around clients' needs and priorities, NOT around the organization of government; and building partnerships among federal departments and agencies and with other levels of government to cluster services for the benefit of clients, NOT according to jurisdictions.

The Government On-Line initiative allowed 34 departments and agencies to accelerate the design and delivery of 130 of the most commonly used services on-line. The departments were to fundamentally re-think how they could use the e-channel to provide information and services to clients; how to collaborate to offer "no wrong door" access to government services; how to share experiences, approaches, learning and tools while becoming more client-centric; and how to build a secure and robust infrastructure capable of expanding to steadily support more sophisticated on-line transactions in the future. This integration enhanced operations.

A similar integration process was undertaken by the Ontario Public Service (OPS) in its attempt to make its services faster, simpler, smarter, and more integrated. The OPS initiated ServiceOntario (an organization that provides a wide range of general government information and performs routine transactions for government services at one location) as the public face of transactions with the Ontario government and created government-wide structures and processes to create a more connected organization. The focus is to operate more as one enterprise so that it can deliver seamless, integrated services to citizens. ServiceOntario was created as a gateway to cross ministry boundaries and provide multiple government services. All ministries are to channel their services through that gateway. ServiceOntario is the one-stop government store for all routine transactions, and the public can get to them through the internet, at a kiosk, a counter or on the phone. It is planned that in the long term, through ServiceOntario's 'government store' approach, citizens will be able to get information about services from other levels of government.

The benefits of integrated services are enormous: The OPS has won international accolades for its horizontal initiatives – creating government-wide structures and processes to create a more connected organization – , and for its outside-in approach to service delivery – approaching service from the citizen's point of view. For example, during 2005, the OPS had a nine-month backlog to get birth certificates to citizens. Today, they promise to deliver it within 15 business days. By bringing together technology, service channels and people strategies under one roof, the OPS was able to achieve this innovation in less than 200 days.

Integrated service delivery helps to develop high performance teams, within the government, who work in open and collaborative ways, understand that their ministry is part of a larger system – the government as a whole – , and aim to cultivate working relationships with other agencies, organizations and stakeholders. It provides an opportunity for ministries to re-evaluate and police themselves and thus ensure proper stewardship of the nation's resources. It creates a team that is more citizen-centered, outcome-oriented and cost effective. Furthermore, it develops enthusiasm towards the creation and delivery of public value, eliminates bureaucracy, encourages collaboration and ensures active support of the government's mission.

A full integration process should go beyond an e-Government system that focuses on government-driven output channeled to the citizens through the Internet. Full integration should include the development of a model that focuses on delivering services that address the needs and circumstances of citizens and are coordinated across various channels of interaction (telephone, Internet, face-to-face, mail, short message system, etc.). The new model and channels of interaction must be effectively communicated to the citizens to create awareness and ensure maximum use of the government's optimized services. The aim should

ultimately be to deliver timely and cost-effective results that address the needs of citizens and are consistent with the government's policy objectives.

Research by Accenture found that Canada ranks first in service delivery maturity and has the best overall integrated system (when compared to other nations reviewed in the study). Their close evaluation of the dimensions measured in a fully integrated model (citizen-centred interaction, cross-government services, multi-channel interaction and education/knowledge of government services) showed that Canada scored 64%, 52%, 48%, and 59% respectively. The research also found that some other nations are integrating some processes to ensure quality service delivery. Top on the list are U.S at 51%, Denmark at 46%, Norway and Sweden at 40%, Singapore at 39 % and France at 36%. Thus, the result shows that integration is perceived as a vital component of government service delivery and nations are adopting it into their operations.

Integration should normally go beyond government boundaries to draw ideas and insights from the general national environment. In October 2006, Prime Minister Harper, announced the Government of Canada "Fellows Program", an executive exchange program between the federal public service and the business community, academia, NGOs, and other levels of government. The program helps integrate external executives into the Federal Public Service. It offers select Canadians an opportunity to share their experience and ideas with the federal government and thus gives senior public servants a window to see the world outside of government. Ideas from this initiative will enhance the government's capability to continue to provide unparalleled quality service to its citizens.

Integrated service delivery is the way to go for a government that wishes to build a sustainable, transformational, high performing organization. However, care must be taken in the design and

implementation of the integration process. Objectives, scope, resource requirements and expected outcomes – in meaningful, measurable and time-limited terms – need to be properly defined. It requires a team that is ready to work in an organization that is both vertically and horizontally integrated, with both ministry-specific roles and enterprise-wide responsibilities. An adequate needs analysis and understanding of the actions taken to-date are required to build a good integrative model that adequately addresses the current needs of citizens, accommodates the prevalent limited available resources and provides for the astronomic pace at which the needs and expectations of the citizens change.

In conclusion, government can improve the delivery of service to citizens through service integration that is citizen-centered, involves cross-government coordination, is distributed through multi-channels, and is proactively communicated to citizens to ensure proper education and knowledge of government services. These should be achieved while keeping its focus on its main roles of developing policy and legislation, establishing program and policy standards, providing and assuring quality service, and protecting the public interest.

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Rapid Results Approach/Initiative

Institutionalization of results based management in Kenya public service



By
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The Rapid Results Approach (RRA) is a results-focused learning process aimed at jump-starting major change efforts and enhancing implementation capacity. It tackles large-scale medium and long term change efforts through a series of small-scale, results-producing and momentum-building initiatives. The premise of the Rapid Results approach is to create a context for learning and for enhancing implementation capacity, by helping ministries work on sharply-defined initiatives that will ensure delivery of the Economic Recovery Strategy targets. The Government's adoption of the Rapid Results Approach (RRA) as one of the tools for implementing Results Based Management in the Public Service is therefore consistent with the focus on Results, Capacity enhancement and client ownership.

Rapid Results Initiatives taps into the human desire to succeed by creating real empowerment, motivation and innovation in working towards results. It strengthens accountability and commitment for Results and unleashes and enhances

implementation capacity. It helps teams set challenging or stretching yet achievable, sharply defined, measurable and visible goals, using existing resources and capacities. This results into collaboration among team members, experimentation and discovery of new ideas. A rapid results goal must therefore in its definition have the following attributes (i) Action, (ii) Impact variable, (iii) Scope, (iv) Measurement, (v) Time Frame. For example a Rapid Results goal can be "To reduce processing business license in Nairobi by one week within 100 days" or "Reduce carjacking in Nairobi by 20% within 100-days".

The approach provides a structured methodology for building and practicing Results Based Management (RBM) that is required for successful implementation of the Economic Recovery Strategy (ERS). Whereas the ERS include a number of elements such training, new policies and procedures, mission and vision of the Government and even a communication strategy to ensure involvement of all stakeholders, which promise to get the

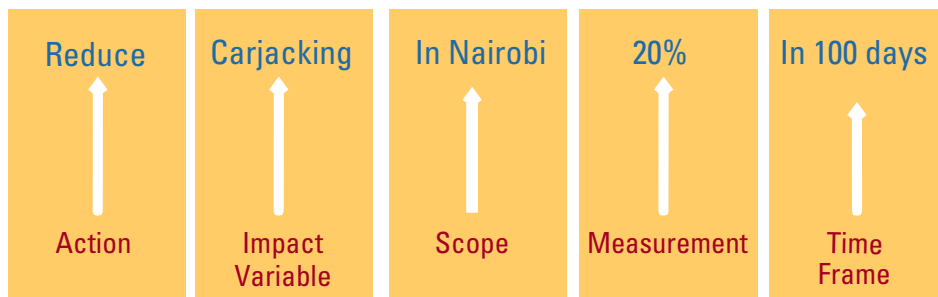
public service enhance performance, these in themselves although very useful, do not stimulate “group adrenalin” required to overcome inertia. They lack the urgency and excitement that comes from working on achievement of short-term goals whose results have an impact on development. Rapid Results on the other hand creates a sense of urgency, personal challenges clearly defines success and raises stakes and visibility for success or failure and therefore create a sense of excitement. It enables people to collaborate in a new team spirit and lets them tap into their full potential of energy and creativity

The RRA tool therefore:

- Accelerates implementation of plans and priorities;
- Builds support for large-scale change efforts by overcoming inertia and resistance to change;
- Helps leaders adapt and refine implementation strategies;
- Accelerates learning and discovery
- Reduces hidden risks inherent in long-term strategies.

The initiatives are structured in 100-day cycles from agreeing on goals to achieving results, with each goal directly connected to one or more of the overall objectives of the development effort. RRA achieves systematic change through a series of small-scale, results producing and momentum-building initiatives implemented within

Illustration of a Rapid Results Initiative



the 100 days or less. In doing so, it helps leaders to continually adapt and refine their overall implementation strategy based on what works and what does not work on the ground. The specific goal to be achieved within the 100-days is, therefore, what is commonly referred to as 100-day Rapid Results Initiative (RRI). RRA:

- Starts by focusing on a few RESULTS
- Challenges team to achieve 100-day Results goals
- Create temporary governance and support structure
- Reinforce basic management skills
- Manage the scale-up beyond the first 100 days.

The specific Rapid Results Goal is usually derived from a broader strategic objective of the organization as demonstrated below:

This exercise moves the processes from the abstract to the concrete—the inputs, outputs, and desired outcomes became very clear and focused. By

unleashing existing creativity and capacity, it helps teams overcome the natural inertia that makes it difficult to get things done, and to make change happen within and across ministries, departments and units. Each one of the results is an indicator by itself. And each identified a result area establishes a set of activities that helps in achieving that result. Consequently, both activities and results are monitored. By implementing the initiatives over a shorter time period, project issues also surfaces faster and could be dealt with immediately in contrast to normal project cycles (4–5 yrs), where implementation issues may not surface until much later on.

How is it implemented?

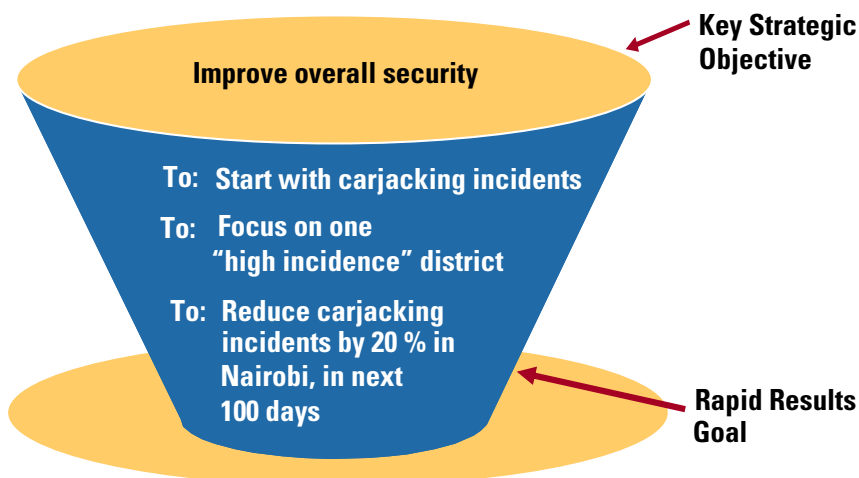
To identify the first wave of RRIs, the organizational leadership group, identifies a set of strategic priorities from the Strategic Plan, Annual Work Plan or the Performance Contract that would benefit from RRA. A result leader, strategic leader and team leader is then appointed for each focus or Strategic Challenge Area. The portfolio of focal areas then moves into the RRI cycle—Shape, Launch, Implement and Scale-up. As the RRIs move through this cycle the results advance the achievement of the organizational overall strategy.

Benefits of Rapid Results approach

Rapid Results Approach has the following distinct benefits among others:

- It generates progress and creates momentum in a critical area of overall strategic objective;

Improving the Investment Climate



- It stimulates new insights on implementation challenges and risks
- It achieves within 100-days or less
- It is challenging but achievable.

Implementation in Kenya to date

To-date over 58 Public Sector institutions, thus central government ministries, local authorities, state corporations and regional authorities have implemented Rapid Results Approach. The central government ministries include all ministries and departments under the Office of the President, state corporations, local authorities launched so far include Mombasa, Nairobi and Kisumu among others, while all the six regional authorities have launched.

The turning point of adaptation of the RRI methodology in the entire public service however came with its launch and implementation in the entire Office the President, Ministries and Department in September 2006. It not only gave Rapid Results Approach, visibility and publicity, it also stamped a mark of approval and authority of the highest office in the land. The subsequent success manifested during the celebration of the 100-days was therefore just a confirmation that for effective and efficient results the entire public services needed to adapt Rapid Results Approach.

RRI – an RBM Tool

Results Based Management was introduced in 2004 out of the need to improve service delivery and demonstrate reform gains from the implementation of

the Economic Recovery Strategy. The main elements of Results Based Management framework include a culture of focusing on results rather than process. Rapid Results Approach as an RBM tool was therefore both enriched and enhanced. Like other management concepts its application in the public sector necessitated slight modifications from its original concept, the basic principle of results focus has however remained.

Lessons learned

Taking an average of about 10 RRI per institutions it means that over 580 Rapid Results teams have so far been constituted to deliver sharply defined results and impacts to the citizens. In the process the management skills of these team members have been enhanced, they have learned new ways of accomplishing and sustaining the results as well as team work.

There are a number of lessons that can be drawn from the experience of implementing of Rapid Results Approach in the public service; these include enhancing achievement of performance targets, change from business as usual and of attitude towards results, team-work orientation to implementation of plans and strategies.

In addition emerging good practices from the RRIs launched is feeding into the scale-up phases undertaken or being undertaken. Key components that have been emphasized during this period are:

Monitoring and Evaluation & Performance management for results: this is in line with the National Performance

Management Framework (NPMF) and the National Integrated Monitoring and Evaluation System (NIMES). To this end the Ministerial Management Units (MMUs) and the Ministerial Reform Units have played a heightened roll in the initiation of RRIs and in their management during the implementation process.

Transformative leadership and Capacity Building: with the increased demand for roll out of RRI during this period, the coaches leveraged increased emphasis on the leadership group to drive and manage the initiatives. This has created RRI champions within the ministries and institutions.

Information Education and Communication (IEC): increasingly a thematic area in IEC has been created. This focuses on enhancing both internal (within the institution) and external (from stakeholders e.g. customers) interaction and feedback.

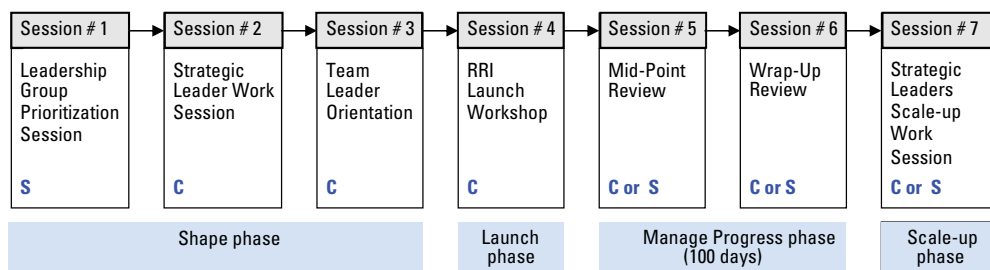
RRI becomes a way of working in government

The initiatives have no doubt created a buzz in the Ministries where they are being implemented and anxiety in other ministries where they have not been launched. Their impact has therefore so far only touched a few Kenyans. The scale of impact is definitely set to increase with the release of the Circular from the Permanent Secretary, Head of Public Service and Secretary to the Cabinet requiring all public sector institutions to be put on Rapid Results Approach. With this, the depth and breadth of involvement of all institutions across the Public Sector the impact of Rapid Results Approach will be felt.

RRI 2007 and beyond

Originally conceived as a project management tool, Rapid Results Initiatives is now being applied widely in various areas of service delivery in the public sector. The tool is extremely robust and versatile and has been proven to lead to improved performance in service delivery, skills and confidence building in ability to achieve results, as well as enhancing creativity.

Key Events in the RRI Process



E-Governance and Service Delivery: The following articles illustrate three innovative uses of ICT in citizen centered service delivery. The first two cases from Singapore and Australia indicate greater productivity and performance of public sector services, resulting in increased efficiency and a higher level of responsiveness from citizens. The third case, from South Africa, is an example of an innovation that was piloted to explore the use of mobile technology in the delivery of anti-retroviral therapy.

my cpf Service innovations – Powering the service leap

The CPF Board is the administrator of Singapore's national social security savings scheme. The scheme provides for the retirement, healthcare and housing needs of Singaporeans, and it is jointly supported by employees, employers and the Government. CPF Board's mission is "To enable Singaporeans to save for a secure retirement".

As Singapore has one of the fastest ageing populations in Asia, the Board's role has evolved from administering its schemes, to actively educating and influencing members to make better financial decisions over the use of their retirement savings.

To help reach out to all Singaporeans, the Board implemented an initiative called *my cpf*. *my cpf* is a holistic customer service framework that leverages on InfoComm Technology to educate and empower Singaporeans to save for a secure retirement. In addition, *my cpf* weaves different advanced technologies into a suite of integrated services to provide personalised services to Singaporeans anytime, anywhere, using their preferred platform.

my cpf's use of a Different Strokes for Different Folks approach to devise a multichannel service delivery strategy that helps the Board serve the different needs and IT maturity of Singaporeans has been recognised with a commendation at the

2006 CAPAM International Innovation Awards. Since then, we have continued to enhance and add new services. As a consequence, *my cpf* has recently won the "Service Innovation" category at the inaugural Government Technology Awards



2007. Here, we provide an update on three of the latest services in *my cpf*:

- Retirement Ready @ *my cpf*
- Mobile Ambassador (m-Ambassador) Service
- My e-Concierge

Retirement Ready @ my cpf

Retirement Ready @ my cpf is the first one-stop online resource for Singaporeans to learn about retirement planning. Information and resources are consolidated into a single interactive, easy-to-understand platform to empower Singaporeans to make sound financial decisions for their preferred retirement lifestyle. Before the launch of

By Central Provident Fund Board, Singapore

Retirement Ready @ my cpf, there was no single website that showed retirement planning holistically and in a step-by-step manner.

To make the subject of retirement planning appealing and attractive to the



younger generation, *Retirement Ready* was developed using interactive Flash software. Members are empowered to take personal charge of their financial future by developing their personal plans using our online worksheets and calculators which can be integrated with the individual's personal CPF account information. A resort-

like concept was adopted after polling potential users.

Users can also track their progress through the "My Journal" feature in *Retirement Ready*. This allows them to spread out their reading. They can also track and store the results of their financial plans. This approach recognises that retirement planning should be on-going and not a one-off exercise. To ensure that users' retirement plans remain relevant, *Retirement Ready* will also send annual reminders to prompt users to review their plans via emails.

My e-Concierge

My e-Concierge allows both multiple and uncommon requests from customers to be served with one single electronic form. Since the launch of our e-services in 1996, the online application forms submitted by customers have been increasing steadily. In 2007, there were 39 million transactions performed online, a significant portion of which were performed by Singaporeans via *My Requests*.

While *My Requests*, which adopts a form-based approach, has done well to serve the needs of the majority of Singaporeans, *My e-Concierge* is specially developed to address the needs of other groups of customers, such as:

- those with more than one requests who will otherwise have to select and fill up multiple e-forms for their various requests; and
- new users who are unable to locate their intended form under *My Requests*

In short, *My e-Concierge* provides a greatly simplified online experience and seamless application process for Singaporeans.

Mobile Ambassador (m-Ambassador) Service

The m-Ambassador Service makes use of UMPCs and wireless networks to allow CSOs to help Singaporeans e-transact. The CSOs are empowered to transact on behalf of the member, so that even the non-IT savvy are able to enjoy the speed and convenience of e-services. Singaporeans

only need to authorize our CSOs with a simple authorization form to access their CPF accounts and submit online applications using the UMPCs. Upon authentication, the CSO will be able to access the full suite of *my cpf* Online Services as if the member had logged in using his own password.

By making our services mobile, we are able to depart from the conventional service route by bringing our services to customers instead of them coming to the Board's Service Centres. This is an especially useful service for people who need us most – namely, the elderly, disabled or underprivileged Singaporeans.

Such service initiatives not only help to meet the needs of a diverse group of Singaporeans, but they also help the less IT savvy citizens Bridge the Digital Divide. By leveraging on InfoComm Technology creatively, CPF Board is able to serve the majority of its customers cost-effectively and efficiently, as well as reach out to the elderly, handicapped and underprivileged. *my cpf* has therefore revolutionised Public Service and become one of the most popular e-government services in Singapore.

Improving service delivery in the Australian Tax Office



By
Australian Taxation Office

A recent World Bank publication, *Where is the Wealth of Nations? Measuring Capital for the 21st Century*, states that the more wealthy countries are largely so because of the skills of their populations and the quality of the institutions supporting economic activity. The book argues that this intangible capital – that is, the human capital and the value of institutions as measured by rule of law – constitutes the greatest form of wealth in virtually all countries.

According to the book, the trust among people in a society and their ability to work together for a common purpose is crucial to this intangible capital. It is within this

context that the ATO seeks to add value to our nation, including reducing compliance costs and the regulatory burden.

The ATO is committed to a process of continuous improvement, to making our system easier, cheaper and personalised. We engage the community, seeking feedback on our services and involving stakeholders in design of the products they will be using.

For the Tax Office, improving the way we deliver our services means developing innovative solutions on a number of fronts. To collect revenue we must interact with many different types of people: individuals;

those running small and large businesses; and the tax agents and accountants who work with them.

This means working with people in remote parts of Australia, those with English as a second language and those with basic literacy skills, as well as everyone else.

People expect the latest in electronic services from the Australian Government and the Tax Office is setting new standards.

Tax agents and accountants have had access to a dedicated internet portal with the Tax Office since 2003. This portal has been progressively upgraded, with the

latest enhancements delivered 12 months ahead of schedule. It makes it easier for agents to do their job in a number of ways, including the availability of downloadable payment slips for a range of obligations, making it easier and quicker for them to make payments to the Tax Office.

Our Small Business Assistance Program was redeveloped in 2007 to provide practical assistance to small businesses. The program looks at the needs and characteristics of individual small businesses. This minimises the compliance costs and helps small businesses - and those new to business - to be more certain they've got their tax affairs right.

We're constantly talking to taxpayers and we know that people prefer personal contact, so we've increased the number of assistance visits to new businesses. We are also piloting new types of visits, including assistance with accessing our Business Portal, extra hands-on workshops and increased calls to businesses at key points for tax matters.

It's vital that we keep up-to-date with new technologies and this is what our Change Program is all about. In 2006 we rolled out the largest IT upgrade of its kind. Now, when people contact us, we can immediately see where a job is up to and who is working on it. This makes it much easier for people to deal with us. We can now better differentiate and understand taxpayers' individual circumstances and, as we roll out the rest of our Change Program, it will become even easier for people to talk to us and to comply with their tax obligations.

The introduction in 1999 of e-tax, our electronic lodgment service for income tax returns, has been a huge success and we now have about 1.9 million users.

Last year we included a pre-filling option on e-tax. This allows people to opt for information from financial institutions - such as interest, dividend income and managed fund distributions - to be pre-filled in their electronic return. In 2008, we'll also be able to include information from government agencies and employers, including Tax

Office data on higher education loans and prior year deductions, some data from previous returns, yearly payment summaries where an employer provides the details electronically and private health insurance data.

Our range of web-based tools also makes it easy for employers to determine and calculate their obligations and help business people meet these obligations easily and cheaply. They include a tool that helps people work out whether they are an employee or a contractor for tax purposes as well as a superannuation guarantee calculator. These interactive tools were developed in consultation with business people and tax practitioners and are available free from our website.

When we design new tools, we consult widely and conduct rigorous testing. Using the latest technologies, our simulation centre brings designers, project developers and users together to design and evaluate Tax Office products and systems collaboratively, ensuring they are as useful and effective as possible.

We can now resolve a greater number of client enquiries the first time a person calls and we have reduced queue waiting times. We achieved this by improving our client contact techniques, amalgamating our call management divisions into one area, consolidating skill groups, retraining staff and adjusting our call routing strategy, including a customised system that enables us to meet service on high priority queues automatically. We have also been trialing an automated call back system, allowing callers to leave their contact details so we can call them back when their call reaches the top of the queue. Client feedback so far has been excellent.

Our special audiences unit ensures we provide relevant information, assistance and products to all taxpayers, regardless of language, culture, education or disability. The unit has a team of communication advisors, including bi-lingual community relations staff and people who provide language services as required. We have produced 300 radio programs on tax topics

broadcast in 15 languages nationally and regionally. We also produce a radio program targeting Indigenous people that airs six times a month.

Another team, within our goods and service tax area, provides assistance to not-for-profit Indigenous corporations. Team members provide advice to people individually and to people running Indigenous businesses, on a range of taxation issues.

We are the first and only tax administration in the world to publish our annual forward compliance work program, detailing the risks confronting our tax and superannuation systems and what we propose to do about them. Publishing the program enables us to be open and transparent, instilling confidence in the tax system and giving certainty to taxpayers by raising awareness of focus areas and the risks of non-compliance.

The ATO also works with some large businesses on voluntary forward compliance arrangements that provide a framework for no surprises - and reflect a view that prevention is better than cure. The agreements enhance quality service delivery, committing a large business and the Tax Office to work together, regularly exchanging information, increasing a businesses' certainty that they've met their tax obligations and reducing costly audits and disputes. And we've recently signed our first forward compliance arrangement with a government agency.

Consultation, collaboration and co-design - or the 3Cs, as they've come to be known in the Tax Office - are the tools we use to ensure we're finding solutions that work for taxpayers. The 3Cs are underpinned by our values, which govern the way we deal with the community and are consistent with our Taxpayer Charter. Working with the community, seeing the tax and superannuation systems from their perspective, helps us to design administrative solutions that make it as easy for taxpayers and their advisers to exercise their rights and meet their obligations.

We work with around 50 stakeholder forums to listen to the community. These

forums have a diverse membership - they reflect the shape and breadth of the tax and superannuation systems and include individual taxpayers, business operators, industry representatives and tax professionals. Recently we took the 3Cs to a new level and agreed to pilot a concept pitched to us by the Council of Small Businesses of Australia (COSBOA) to have a tax officer work with COSBOA as a key relationship management for their

members. We're looking to implement similar arrangements for other associations, reflecting a more personal, flexible and user friendly approach to helping taxpayers.

It is so important for us to make it easier for taxpayers to comply. The easier it is, the more likely people are to voluntarily comply. We must administer the tax and superannuation system as efficiently as possible with minimum additional burden on the community. At a broader level,

many of the improvements we support, such as better record keeping and use of electronic services, have the potential to help the community, especially businesses, become more productive and internationally competitive.

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Mobile technology in enhancing service delivery



Initiation of the Mobile Technology Pilot Projects

Improving the delivery of services to the majority of South Africans is a key challenge faced by the South African government in the second decade of democracy. Information and communication technologies (ICTs) are an enabler that can enhance the ability of the public service to adequately address service delivery backlogs, while providing citizens with a range of more creative options for accessing services. Amongst the many ICT options available to government to improve the efficiency and effectiveness of its delivery process, mobile and wireless technologies offer some exciting opportunities for a low cost, high reach service.

There is strong evidence that mobile technologies could be instrumental in addressing slow response rates of government to citizen requests, poor access to services, particularly in under-served rural areas and limited ability of citizens to provide feedback on services to government. In addition, mobile technologies offer significant opportunities for improving the back-office operations of government. At the level of both network

utilisation and application development, there are major opportunities to harness the power of technology for greater efficiency and effectiveness in government.

Within this context, in 2003, the Centre for Public Service Innovation (CPSI) partnered with the State Information Technology Agency (SITA) and the Council for Scientific and Industrial Research (CSIR) to conduct research to identify the opportunities presented by mobile and wireless technologies to government. The research process resulted in a FutureWatch report entitled '*Government Unplugged: Mobile and Wireless Technologies in the Public Sector*'. The report put forward a strong case for further examining the possibilities offered by this technology for the public sector.

In the South African context medical institutions – hospitals and clinics – all operate on different systems for gathering and maintaining patient information. In addition, many primary health care clinics located in the rural areas do not have any electronic systems at all and continue to operate paper-based systems, resulting in patient records being kept by patients themselves. The impact of the use of multiple systems is that it is difficult and

By

The Dokoza Project, Centre for Public Service Innovation, South Africa

The CPSI is a not-for-profit body established by the Minister for Public Service and Administration to identify, nurture and support innovation in public services. Launched in June 2002, the CPSI has a mandate to actively identify and develop new ideas and areas of application that assist in improving service delivery and the overall functioning of the public sector. As part of its Research and Knowledge Management Programme, the CPSI runs a programme entitled FutureWatch. The FutureWatch programme proactively identifies emerging issues and approaches that have potential value to the public sector, but which remain unexplored. Based on the findings of the initial research conducted as part of the FutureWatch programme, the CPSI implements practical demonstrator projects to ensure that the theories and approaches discussed are tested in practice. '*Government Unplugged*' is the first FutureWatch report produced by the CPSI.

costly to develop a national overview of patient statistics. On a more basic level, it is extremely difficult for individual institutions within the health care sector to share information between each other.

One of the clearest examples of this is to be found in the sharing of blood test results. Currently in most instances, this only takes place through manual exchange. The CPSI identified the Dokoza pilot project as one that could enable electronic data-sharing in a manner that enhances the ability of health care professionals to function effectively, and directly improves services to citizens.

Real time mobile interaction for effective roll-out of anti-retroviral therapy (ART): Dokoza project

Background

The Dokoza solution offers a new innovative cost-effective advanced system for fast-tracking critical services to the national healthcare sector. This system has been patented (Dokoza SA Patent No. 2002/1242) and developed in South Africa for possible use initially in HIV/AIDS (specifically in respect of the roll-out of anti-retroviral therapy) and TB treatment; with the view to including other diseases. The Dokoza system involves the use of mobile technologies for data and transaction exchange for medical services, in particular making accessible real time interactive confidential communication, authorisation and administration via the cell phone and SMS.

The aim of the system is to assist with fast-tracking the roll-out of ART, with emphasis on such roll-out in resource-poor settings ("resource-poor" in the sense of IT hardware and software).

Dokoza offered the South African Department of Health a cost-effective accessible national platform, with the capacity to collect and disseminate real time data and transaction information for all patients receiving ART and TB treatments. The system is able to process an ART and TB programme in the context of particular disease management protocols managed by a chosen group of Patient Management Clinicians. The Patient Management Clinician is not the treating healthcare practitioner, but rather the person responsible for the design and monitoring of treatment protocols.

In addition to this Dokoza is also able to offer existing hospital systems a common interface to the National Health Laboratory System enabling faster access to blood test results.

Focus of pilot

The pilot was implemented at the HIV/Aids Adult Clinic at Helen Joseph hospital, and the Paediatric Clinic at Johannesburg General Hospital in Gauteng. The pilot demonstrated some of the following applications:

Real time data and transaction exchange via cell phone: The system allows for real time interactive online information sharing and real time processing for cost of services and medication, to a particular cost centre for a specific patient.

Examples of areas for real time management by medical service providers include:

- Patient Registration
- Accessing HIV/AIDS patient status and blood test data from the National Laboratory
- Requesting a specific patient script for ARV
- Submitting a specific patient diagnosis
- Submitting the claim for patient medicine dispensed, for costing purposes etc
- Obtaining a history of medication provided to a patient, and an updated record of when medication was changed.

Capacity building via cell phone: allowing healthcare practitioners to access records of their individual patients' treatment protocols via their cell phones, with the appropriate security built in. In other words, the practitioner's questions could be answered for a particular patient, taking into account his/her full medical history, as captured initially and updated in real time on the back-end system. This assisted greatly with ensuring that medical decisions were made in accordance with the treatment protocols decided upon, and speeds up the training process, thereby allowing quicker roll-out.

Authorisation via cell phone: requests for authorisation of particular treatment may be made, should there be a need for such an authorisation system. This was done via the medical practitioner's cell phone. For instance, based on the latest pathology results of a patient, a new medication regimen may be authorised electronically. Authorisation may also be linked to practical administration, in the form of stock control and or delivery of medication.

National Patient tracking/surveillance for all existing systems plus cell phone:

Dokoza is able to update registered patients from interfacing with all existing local systems. Medical patient monitoring and evaluation would be done at a national level allowing patients, who are commonly mobile, to access services in any public facility countrywide, and also that patients may receive appropriate care as the health care practitioners in different facilities are aware of treatment already provided to patients. This is especially important with HIV / AIDS and TB, where it is vital that patients comply with treatment protocols to avoid building up resistance. A loose relationship between the patient and health care practitioner, and lack of information about treatment already provided, may significantly hamper protocol compliance.

Common platform (Compatibility) for all existing systems plus cell phone: Dokoza was able to interface with the local hospital computer system and interface with the National Laboratory system. This allowed both parties to exchange information efficiently in order to perform key functions more effectively.

Confidential communication with patients for all existing systems plus cell phone: for those patients with cell phones, the use of mobile technology will greatly enhance disease management capacity, to the extent that patients may be automatically reminded to take medication, or of appointments, or encouraged generally with short education messages.

Australian Government Civil and Military Service Pensions

Service Pensions – as identified in World Bank research

"There are separate pension schemes for public sector workers (as in the case of Australian Government civil servants and the military) in about half of the world's countries, including some of the largest developing economies, such as Brazil, China and India. In the higher income OECD countries, spending on pensions for public-sector workers makes up one quarter of total pension spending. In less developed countries, this proportion is usually higher. Yet very little has been written on the design and reform of civil-service pension plans, especially when compared with the voluminous literature on national pension programs (such as that for private sector employees)" (Palacios and Whitehouse 2006, p2).

The rationale of pension funds for the public sector

Civil servants and the military have proved powerful in protecting their interests and consequently many governments (including in Australia) have attempted to remedy the shortcomings of the political process through the promotion of the independence of public servants by:

- Making a career in public service attractive
- Shifting cost of remunerating public servants into the future; and
- Retiring older public servants in a politically and socially acceptable way (Palacios and Whitehouse 2006, p 7)

World Bank (2006) data finds that the vast majority of civilian and military service pension schemes throughout the world

(and this would include Australia) are consequently of the defined-benefit type and also that the main pension age for men in the civil service and the military is 58.6 years of age. Eligibility to receive a pension is usually determined by length of service but this situation could be changing for equity reasons (Palacios and Whitehouse 2006, p 17).

In OECD countries indexation of pensions in the public sector (to adjust pensions due to fluctuations in the cost of living) tends to be more favourable in civil service and military schemes than those applied in the private sector. The method chosen for adjustment of civilian and military pensions in the case of OECD countries is usually based on prices — see Table 1. *Actual rates for adjustment purposes are on average more than twenty percent lower for private sector workers* (Palacios and Whitehouse 2006, pp 17-20). This is of course of immense political and

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public importance for any community and often overlooked.

Civilian and military pensions are known to have a heavy government financed component, but many of these delivered benefit schemes are funded on a pay as you go or ad hoc basis. For example World Bank data of 2006 found that less than one in four public sector pension plans in OECD countries had accumulated any reserves (Palacios and Whitehouse 2006, p 20). Consequently the determination of unfunded liabilities for public sector pensions has become the focus of

Table 1: Indexation procedures for pensions in payment, civil-service schemes

Prices	Civil Service Earnings	Economy wide earnings	Combination
Australia	Austria	Norway	Belgium
Canada	France		Denmark
Iceland	Germany		Finland
Italy	Brazil		Greece
Spain	Mexico		Luxembourg
Sweden	Turkey		Netherlands
Switzerland			Portugal
United Kingdom			

(Source: Palacios and Whitehouse 2006, p170)

much controversy and investigation by governments.

There are other areas where public sector pension policy needs urgent attention. It is widely acknowledged, for example, that given the experience of many countries, present pensions systems penalize mobile workers. This is first through the vesting periods. People who leave the civil service before their pension rights are vested (such as a woman prematurely leaving the workforce for family reasons) often receive nothing from the system. The minimum length of service for a pension benefit, as shown in World Bank data of 2006 for a range of countries, varied enormously from one year or less to twenty-five years (Palacios and Whitehouse 2006, p 43). For some countries the portability of pensions from one level of government to another remains to be corrected but this was attended to in Australia in the 1970s.

In 1976 the *Commonwealth Superannuation Scheme* (CSS) was established. In 1990 the Australian Government Retirement Benefits Office shortened its name to the *Retirement Benefits Office* and at that time the *Public Sector Superannuation* (PSS) Scheme was introduced (Comsuper, 2007)

The Superannuation Act 1990 led to the closure of CSS, the opening of the PSS to new members and the tightening of invalidity provisions of both CSS and PSS. In addition all new members were now required to join PSS, and existing CSS members could choose either the CSS or PSS. In 1991 the *Military Superannuation and Benefits Act* was established to introduce the *Military Superannuation and Benefits Scheme* and the DFRB scheme (the earlier superannuation program for the military) was closed (Comsuper, 2007).

In 1994 the Retirement Benefits Office changed its name to *Commonwealth Superannuation* (ComSuper). ComSuper then administered complex benefit provisions for nine Public Service and Australian Defence Force superannuation Schemes. In 1994 it is estimated that there were 135 benefit options in the CSS and PSS alone (Comsuper, 2007).

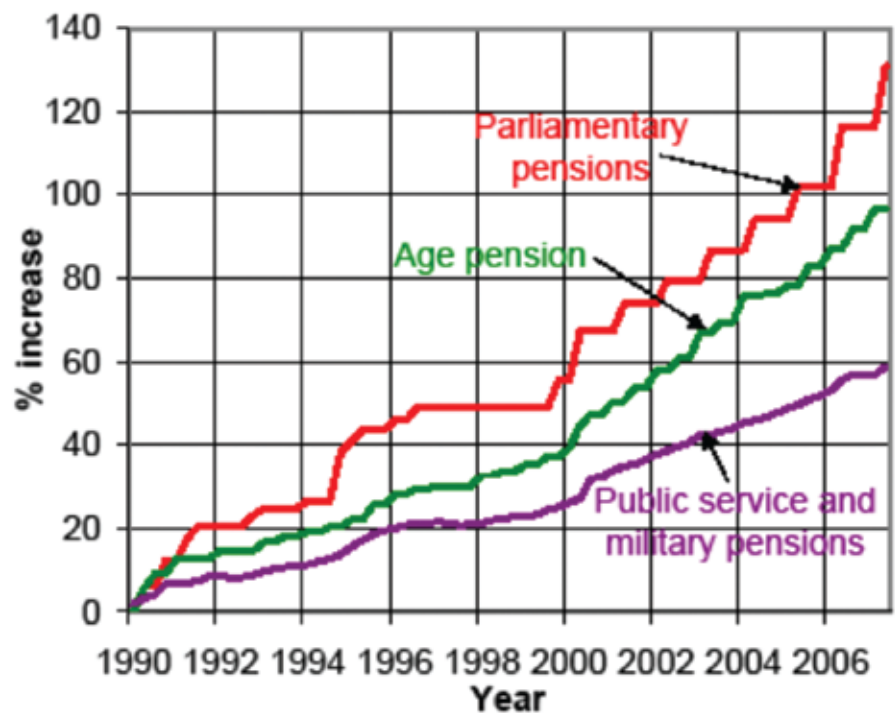
In more recent years superannuation benefits of Australian Government civilian and military employees are administered under the banner of the *Australian Reward Investment Alliance* (ARIA).

In 2005 the *Public Sector Superannuation Scheme Accumulation Scheme* was introduced, and membership of the PSS was also closed, (membership to CSS having closed earlier). This scheme is an accumulation fund only, based on private sector models, which are successful

Commonwealth superannuation

Arrangements were first instituted in 1922 when the Melbourne based *Superannuation Management Board* was created which pioneered the first superannuation scheme for Australian government employees. In 1930 the Board moved to Canberra and changed its name to the *Superannuation Board*. Due to the emergency of the depression there was much drama and controversy surrounding entitlements. For example pensions were reduced by 20%. In 1937 the *Provident Account* scheme was introduced for returned soldiers and public servants who could not meet medical standards. In 1948 the *Defence Force Retirement Benefits Scheme* was introduced for the military. The Scheme was transferred to the Superannuation Board in 1959. In 1973 the Superannuation Board was renamed the Australian Government Retirement Benefits Office (Comsuper, 2007)

Table 2:
Trends identified by SCOA using publicly available data



in a high-risk environment of the funds accumulated. The scheme also provides opportunities to purchase death, disability cover, and income protection for example

Two current issues to be addressed by government

Australian authorities have long overlooked the possibility of advancing cheap home loans based on eligible members superannuation funds. This proposition not been given significant time for debate in the Federal Parliament or in the media. There is therefore a significant moral and policy deficit in this area that should be rectified.

The resultant lumps sum for a retiree from the *Public Sector Superannuation Scheme* is reliant on good returns from investment of the funds accumulated — an area of success dependent on risk management and leadership skills possibly beyond most eligible members and fund managers in some circumstances. The scheme needs much closer scrutiny and monitoring if its effectiveness is to be achieved and any changes found necessary introduced.

The method relied on by the Australian Government to adjust CSS, PSS and military pensions has principally been the prices

based CPI index produced by the Australian Bureau of Statistics as required by legislation to determine entitlements after review every six months. This has been found less than adequate by many commentators — especially the principal lobbyist organisation for Australian Government employees — the *Superannuated Commonwealth Officers Association*.

For example 2006 SCOA data clearly demonstrated that the *average civilian/military superannuation pension was only \$20,649 pa* (importantly SCOA advises the family unit concerned was usually only one pension beneficiary). The 2006 data also showed that if a civilian or military pensioner had commenced on a pension of \$20,000 after twenty years, using the current CPI method, the resulting pension was \$7,0000 pa less than if it were indexed using a wage-based index as used for the age pension. This is a clear case of inequity and social justice concern. In addition SCOA have clear trend data (see Table 2) that age and other pensions have grown by nearly 100% from 1990 to 2007 but Commonwealth superannuation pensions have grown by only 60% in the same period — clearly an unacceptable outcome.

Consequently it also appears to be appropriate that the Australian authorities, remedy clearly unsatisfactory equity and

social justice concerns (stemming clearly from the data and therefore adjust CSS and PSS and military entitlements choosing (a) the well proven method of adjustments to the old age pension using (male consumption patterns) to estimate CPI changes (as administered by Centrelink) or by choosing the changes to (male) average weekly earnings whichever is the greater.

There is clear professional interview and survey data collected by SCOA over many years supportive of *male based adjustments* — stemming from the problems women experience in seeking advancement to higher salaries, and in their need to support family life by leaving the workforce, which has the consequence of very low salaries, with the pension entitlements thus being considerably less than male counterparts.

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A Report of the CAPAM/CESPAM Regional Executive Training Programme for Senior Public Servants of SADC, Gaborone, Botswana – October 23 – 26, 2007, Bashi Mothusi

Theme: Excellence in organisational leadership and capacity building

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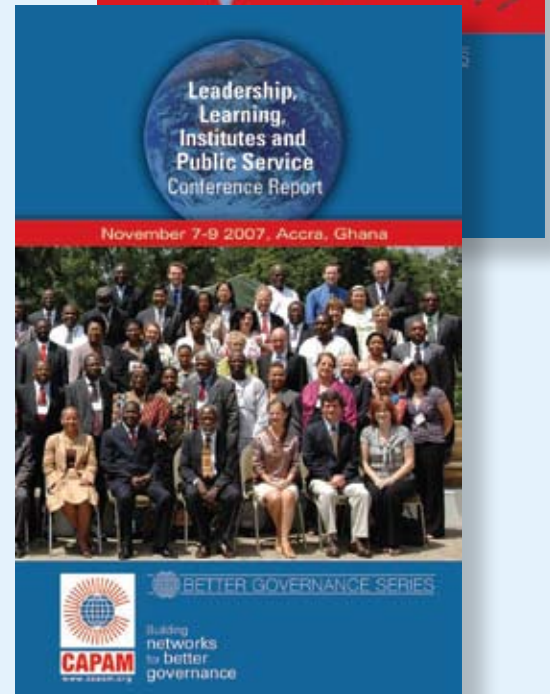
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