CIVIL SERVICE REFORM AND HUMAN RESOURCES MANAGEMENT PRIORITIES IN MOZAMBIQUE

BY

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ABSTRACT

This study focused on the developments of Civil Service Reform (CSR) in Mozambique, and the priority issues pertaining to human resources management in the country. This research investigation performed an assessment of the human resources management priorities and its effectiveness in civil service reform in the Government of Mozambique.

The study focused in particular on three issues regarding HRM, namely training and capacity-building, pay reform as well as performance management in the public sector. It was crucial to focus especially on the three above mentioned elements of HRM as the Government of Mozambique faces obstacles in addressing these issues and implementing them effectively in the public service. This study has the intention of contributing to the improvement and implementation of human resources practices in civil service reform in the country. Most importantly, this research is significant because though the government of Mozambique acknowledges the need for human resources transformation in the civil service, many senior managers are not yet capacitated to appropriately implement the human resources function, especially in the provinces.

Relevant literature on CSR and HRM was surveyed and interviews conducted to determine the programmes and policies that affect the development of HRM in the country regarding CSR. It was found that although there are programmes in place for civil service reform which emphasize the objectives of the reform and clear plans set for reform, there are difficulties in turning the set objectives by the government into reality. The government acknowledges the human resources management function in the public service but it faces tremendous challenges given the fact that this function is new to many in the public sector.

Emphasis was given to the fact that the Mozambican Government is also restricted in implementing some objectives for CSR and the improvement of HRM as the country depends on external funds provided by donors who set harsh conditions to governments. Hence, there is no real ownership of the reform process while it is accepted that in order

for a smooth transition to happen in developing countries, it is essential that there is ownership from within.

The study found that human resources management and civil service reform in the Mozambique is moving in the right direction as positive changes are taking place. However, there are many discrepancies in the development of this reform as the strategies and programmes that were implemented by the government face some obstacles that need to be addressed. The public sector does not have to their disposal enough qualified servants to attend to day-to-day tasks. Regarding HR, the resources available to address this function do not ensure the realization of certain tasks such as training and seminars for employees. This study gives some suggestions for possible tools to improve the execution of CSR in conjunction with HRM, so that Mozambique can progress toward a better future.

DEDICATION

I dedicate this research to the loving memory of my father Augusto Miguel Guebuza and my mother Angelina Nhaca Guebuza whom, despite the fact of not having the opportunity of gaining higher level education, always encouraged me and knew the usefulness of education. The success of this paper is a blessing from you both. Hence, this is ours, not mine only.

DECLARATION

I declare that *Civil Service Reform and Human Resources Management Priorities in Mozambique* is my own unaided work, that it has not been submitted for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

Anchia Nhaca Guebuza   November 2006

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First of all, I would like to thank the almighty God, for having been with me throughout all these years away from home and my family. Thank you, Father in Heaven, for protecting me and being with me through thick and thin.

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KEY TERMS USED

Capacity-Building

Civil Service

Civil Service Reform

Development

Human Resource Development

Human Resources Management

New Public Management

Pay Reform

Performance Management

Training

ABBREVIATIONS

CM	Career Management
CSR	Civil Service Reform
CIRESP	Interministerial Commission for Public Sector Reform (Comissão Interministerial de Reforma do Sector Publico
HRD	Human Resource Development
HRM	Human Resource Management
ASAP	Higher Institute of Public Administration (Instituto Superior de Administração Publica)
EGFE	General Statute for Civil Servants (Estatuto Geral de Funcionários de Estado)
NPM	New Public Management
NQF	National Qualifications Framework
SIFAP	Public Administration Training System (Sistema de Formação em Administração Publica)
NSCR	National System for Careers and Remuneration (Sistema Nacional Carreiras e Remunerações)
UTRESP	Technical Unity for Public Sector Reform (Unidade Técnica de Reforma do Sector Publico)

CHAPTER 1

INTRODUCTION

1.1   INTRODUCTION AND BACKGROUND

Many countries around the world, both developed and developing, have the intention to engage themselves in public sector reform. Governments the world over are occupied in different forms of civil service reform for different reasons. This has encompassed many approaches such as the "New Public Management Approach" (NPM) that has sparked unprecedented interest in attempts to reshape and improve governance, defined as the array of ways in which the relationship between the state, society and the market is ordered (Minogue et al. 1998:25). In Africa, CSR programmes are increasingly being followed often linked to structural adjustment efforts. Mozambique is no different from any of these African countries.

In recent years, the country has also undertaken far-reaching political and economic reforms with the goal of generating quick but sustainable economic growth and improving the efficiency of public administration, notably in the delivery of social services and in combating poverty. The country's experience is motivated by the fact that there are quite a number of socio-economic circumstances, including poverty and poor human resources qualities, which are much more severe than in other countries.

As noted in a UNDP document by Massingue et al. (1995), the process of change in the country has involved several transitions: from a situation of war to that of peace; from reconstruction to resettlement; from Marxist-Leninism towards political pluralism; from a planned to a market-oriented economy and from centralized economic and political structures to decentralized structures, emphasizing popular participation.

This historic change in Mozambican civil service reform has brought about dramatic changes in the public sector and introduces new challenges and opportunities especially in the field of human resources management and development. In managing and developing Mozambican human resources, public servants will need skills that can enable them to manage the process of implementation for effective civil service reform.

Thus, this particular investigation came about as the author has a tremendous interest in knowing how the Government of Mozambique deals with the issue of human resources management. This is imperative as the country still lacks an adequate number of HR practitioners and some officials to a certain extent do not yet understand the benefits of emphasizing HR in their organizations.

Given the fact that the author has a background in public administration and was exposed to different readings related to civil service and human resources, it is hoped that this study will consequently be essential to the country and any other person that is interested in civil service reform where human resources is concerned, especially in developing countries.
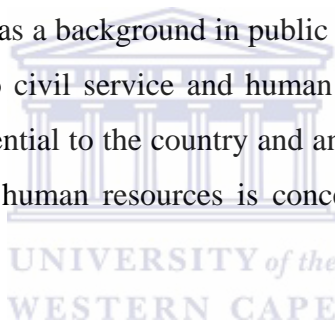
It is acknowledged that the management and development of human resources are central to the effectiveness and efficiency of civil service reform. This is because human resources are one of the most precious properties of organizations. It is the most valuable asset in the search for and achievement of organizational objectives. It is in the light of this that the purpose of this research is to determine the human resources management priorities that the Mozambican Government supported in its process of civil service reform in order to reach conclusions and offer recommendations for better management of human resources in the country.

1.2 STATEMENT OF THE PROBLEM

Since 1990, the Government of Mozambique has done many things in its civil service reform. Restructuring of the central government included the consolidation of Ministries

and clear specification of roles, functions and accountability. However, excessive political and administrative centralization, lack of planned and rational management of human resources, the failure to apply rules for the recruitment and selection of civil servants, together with imperfect academic and professional training, still prevails in the country.

Immediately after independence in 1975, the civil service of Mozambique was left with poorly educated officials/managers with low incentives. The style of management was based on the Eastern European model of central control, but without the human resources and technical expertise to make a success of it. Furthermore, the duplication of central functions at the regional level, in a bid to decentralize power, only led to poor co-ordination and ineffective use of human resources (Sulemane and Mugerwa, 2001:2).

Excessive political and administrative centralization also led to current weaknesses and problems in the civil service (Chichava, 1998). At present, the civil service faces problems as there is a lack of planned and rational management of human resources. There is also failure to apply rules by persons chosen for their positions in the recruitment and selection of civil servants as well as an inadequate and irrelevant academic and professional training for national manpower. Very often appointments are based on political and regional ties.

Though the Government of Mozambique is more and more engaged in investing resources in the development of human resources, evidence shows that there is little political commitment to reform, and weak institutional capacity exists to support this effort. For example, many senior civil servants while ready to accept human resources development were reluctant to put their own positions at risk. By way of example, according to research conducted, some senior officers in high positions in some organisations put hardships to provide scholarships for post graduate studies for other public servants as they feel that these same people may end up taking their positions, or will have the same educational level as themselves. Moreover, there is weak cooperation and co-ordination within and between Ministries and Ministers, as well as policy

conflicts and inconsistencies despite the fact that the challenge of attracting, developing, utilization and retaining capable human resources in the public sector is central to the effectiveness of governments all over the world.

Mozambique's current problems also stem from the severely underdeveloped human resources borne of its colonial legacy. At the time of independence, the overall literacy rate was only about 8 percent, the result of a Portuguese colonial policy of segregation. When independence came, the vast majority of experienced administrators, technicians, small businessmen, professionals, skilled workers, and artisans, abandoned the country as part of the Portuguese mass departure. From a management point of view, the country was decapitated (Chichava, 1998).

In a consultative group meeting in Paris in 1995, the government reiterated its policies namely: to strengthen governance at all levels, normalize life in the countryside, develop human resources, increase economic growth, etc (Tarp and Lau, 1996). The government has begun to address these problems which include weak incentives, lack of skills, and a heavily centralized structure. Key initiatives include civil service reform, institutional capacity-building, and decentralization. Regarding civil service reform, salaries have been decompressed since 1998, and a revised career stream and remuneration system was adopted in April 1999 (http://www.imf.org/external/np/loi/1999/061099.htm).

The intention is to continue to improve incentives within the new career stream, with the objective of retaining qualified staff. A system of merit-based pay increases and promotions was also instituted, and special incentives were given to civil servants assigned to provinces and districts. Under the capacity-building component, a public administration training system has been designed.

This study analyses the priorities of effective human resources management elements in the public sector of the country as a priority in civil service reform. Furthermore, recommendations will be made on how the human resources priorities and civil service reform efforts can be improved in Mozambique.

Hence, the study seeks to deal with the following questions:

- Is there sufficient legislation and policy in place for human resources development in the public sector?
- What are the actual priorities to change human resources procedures in the public service?
- How are the underlying reasons for the improvement initiatives addressing these priorities?
- What alternative strategies can be envisaged?

In short, the central problem being investigated in this study is that human resources management elements in terms of civil service reform in Mozambique, though they are prioritized, are poorly understood, poorly legislated for, and alternative strategies have not yet been adequately developed.

1.3 RESEARCH OBJECTIVES

The primary objective of this study is to perform an assessment of the Human Resources Management (HRM) priorities and its effectiveness in civil service reform in the Government of Mozambique.
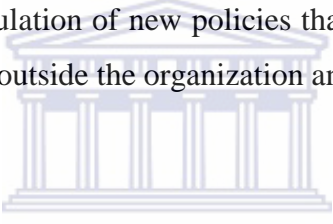
The secondary objectives of the study are:

- To provide a theoretical perspective of HRM priorities in civil service reform;
- To provide an overview of strategies regarding HRM priorities and CSR in Mozambique;
- To develop a case study of HRM priorities and CSR in Mozambique;
- To develop research findings on HRM priorities and CSR in civil service reform;
- To apply the theoretical framework to the case study in order to develop findings; and
- To draw conclusions and suggest a practical set of recommendations for decision-makers and practitioners.

1.4   LITERATURE REVIEW

Olowu (1999:3) is of the opinion that a civil service can be defined in terms of three approaches. The first approach defines it as a system of employment, focusing on the size of the civil service and the rules of civil service employment (i.e. recruitment, selection, job evaluation, training and development). Secondly, the civil service can be conceived as an 'instrument of governance, institutions that serve as the bridge between the state and the specific administrative organs'. Thus civil service could be defined in terms of its role in the policy process, as policy authorizers, fixers, payers, producers, arrangers and clients as well as customers.

On the other hand, Mokgalong (1998:15) is of the view that human resources management involves the formulation of new policies that take into account the changes that are taking place inside and outside the organization and how employees and line

managers in particular respond to those changes. He further contends that human resources management deals with employment-related issues such as recruitment, selection, appointment, performance appraisal and rewards, development and training, career management, human resource planning and how these factors relate to the organizational goals.

There is a need to create a professional philosophy, develop a new organizational culture and decentralize managerial responsibility and accountability in order to encourage active participation by employees in the lower management echelons in organizational issues. Hence, civil service reform programmes cannot be effective if there is an absence of efficient human resources management in government.

According to Adamolekun, et al. (1996:10), in recent years, civil service reform has probably had greater impact on public sector employees who in many cases have had to adjust to major changes in organizational structure and new work methods. It was vital

for them to work smarter, accept continuing change and understand the issue of competition.

At this stage, many countries in both developed and developing worlds have embarked on a thorough re-evaluation of the role, structure and functions of the state and public sector organizations in general, and human resources management and development in particular (White Paper on Human Resources Management in South Africa:1995). It is clear from this statement that this has been in response to civil service reforms geared towards knowledgeable workers, or multi-skilling.

Similarly, recently Jemiaj, and Balogun, (2003) in, (http://www.unpan.org/dpepa-gpab.asp) emphasized the importance of human resources development in the struggle against poverty and they put an extra accent on the critical role of senior leadership capacity in public sector management and overall development. It could be noted that they are of the view that many countries need to deal with the challenge of building human resources capacities in general, and leadership in particular, as substantive, normative, and technical cooperation work in governance and public administration (http://www.unpan.org/dpepa-gpab.asp). This suggests that an improved human resources management system within the public service should aim to encourage and reward both team as well as individual performance. Moreover, it is essential that there exists on the part of the management team the ability to formulate sound and appraisable decisions pertaining to human resources management based on good leadership skills which is imperative for them to have.

Adamolekun, et al. (1996:24-25) point out that one of the key strategies of civil service reform programmes within certain governments is making the most of the staff and human resources management. They further argue that increasing managerial autonomy over departmental and agency human resources management practices allows for innovations in producing, measuring and rewarding individual performance.

It is essential to acknowledge that certain human resources management elements such as incentives packages, which ensure that skills and, in particular, personal achievements, are acknowledged and compensated are becoming more widespread. For this reason governments should strive to maximize the effectiveness of all levels of staff in their current civil service reform programmes.

Minogue, et al. (1998:175) state that the treatment of job reduction in the human resources management literature is generally confined to the management of redundancy, with an emphasis on legal provisions which limits its applicability outside the country in which it is written. Thus Fowler (1993), in his constructive book, advocates the use of human resources planning to anticipate staffing reductions and curtail recruitment, thus limiting the need to make reductions later on. He goes on to emphasize the necessity of increasing job flexibility by removing pointless differentiation barriers between jobs which prevent the redeployment of redundant staff, and the importance of retraining for staff whose skills have become obsolete.

Hilderbrand and Grindie, (1995:441:64) assert that whenever there is a need to improve a performance task in a civil service programme design, it needs to begin with mapping the organizations involved in performing it. In this light, Wescott (1999:12) states that one of the steps to do this is to focus on the organization and its human resources. He further points out the fact that civil service programme design is closely interwoven with human resources as a principal component of an organization's capacity, but only when brought together, structured, and utilised by the organisation. Finally, he states that a profile of the human resources dimension should focus on the recruitment, training and retention of skilled managerial, professional, and technical personnel.

As such, it is imperative that during civil service reform, countries, and in particular developing governments, be assisted in designing and implementing in-country and local training programmes that would help to develop skills and build capacity in areas related to civil service reform and others for competitive advantages within public companies and retain skilled workers.

The growth of these contributions that emphasize the need for human resources management approaches in civil service reform, gave rise to the impetus for this research. The major issue in human resources management and development at independence, especially in African countries, such as Mozambique was the limited number of nationals that were qualified, skilled and accessible to serve in the civil service that was previously staffed by foreign staff.

In conclusion, it is worth mentioning that the theories available on civil service reforms and human resources management are numerous as could be noted. Thus careful analysis should be made by countries wishing to embark on such a transition as the history and context of the countries must be taken into consideration before any action takes place. Details of these issues are discussed in detail in Chapter 2 where issues such as the key conceptual themes concerning human resources management as well as best practices of civil service reform are addressed in much detail.

1.5   RESEARCH METHODOLOGY AND DATA GATHERING

The methods that were used to gather information for the study were qualitative. According to Brynard & Hanekom, two basic research methodologies can be distinguished in the human sciences, namely qualitative and quantitative methodologies (1997:29:30).

Quantitative methodology refers to research that focuses on measuring and counting facts and relationships among variables and that seeks to describe observations through statistical analysis of data, available:
http://www.google.co.za/search?hl=en&lr=&ie=UTF8&oi=defmore&q=define:Quantitative+research (September: 2004). This follows that a qualitative methodology is the research that produces descriptive data in the form of people's own written, spoken words or perceptions.

The qualitative method of gathering information comprised of:

Literature review:

Literature on civil service reform and human resources management were examined and assessed. An ongoing revision of the literature was done as the study progressed in order to keep track of the latest publications. Chapter 2 provides an overview of the key theoretical frameworks that were used in the study.

Documentary research

Systematically printed and written materials were used. Strategies and reports on civil service reform programmes that were implemented by the Government of Mozambique were reviewed, and other related documentaries written by specialists working for some non-governmental organisations such as United Nations Development Programme were used in order to uncover important issues related to the study and how best to critically and analytically write the thesis.
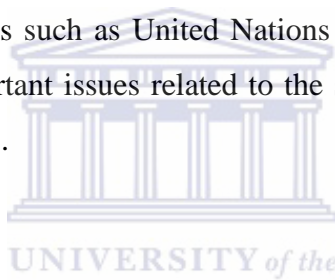
Interviews

The study also conducted 12 personal interviews. Mostly interviewed were people who I consider experts in the area and somehow, have witnessed or are in front of the civil service reform programme in the country. Other respondents that I had interview with, were selected because they were what I could get such as one who now owns a private business and has worked in the public sector while back.

Many of the interviewed people are from government departments and four of them are academics. The interviews took place in Mozambique and most of them were carried out in the Ministry of State Administration as this Ministry is the one that is concerned with the carrying out of the reform, and all other Ministries report to them on the developments taking place pertaining to the reform. Other interviews were carried out in the Department of Customs and Excise, Mozambican Railways and an organization called UTRESP (Technical Unity for Civil Service Reform) which was established as a result of the reform programme in the country. Details of UTRESP such as its function

and importance to the study and why it was imperative to collect information from it is discussed in Chapter 3.

Senior officials such as the former Minister of State Administration, National Director of Human Resources Management and Permanent Director of Public Function to mention a few were interviewed. Given the fact that some of the people I had interviews with are senior lecturers at the University of Eduardo Mondlane and, based on this fact, I was able to have an opinion about the study not only from experienced public servants but also from local academics.

My intention at first was not to limit the study by conducting interviews only in the above-mentioned departments, but because of the topic and the nature of the study, other public sectors that I intended to collect some insight from about the study such as the Ministry of Public Works and Ministry of Finance were contacted in vain as I was referred directly to the Ministry of Public State. However, I had the opportunity to develop insights regarding the reform from a few employees working at the Ministry of Finance.
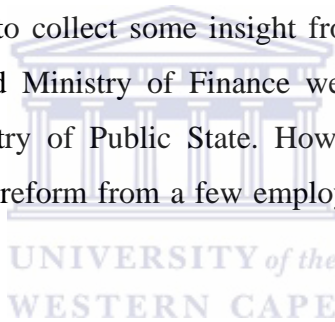
The questions of the interviews I had used were divided in two parts. The first part was on civil service reform and the second part on human resources management in the public sector of the country. I thought that it was imperative to include both parts as the study deals with both aspects. Concerning civil service reform, I was looking more at how this programme came about and whether public officials are noting some positive change since the implementation of the reform. In the human resources management section I was aiming at finding out if public organizations are giving priority to this function and whether or not it is being implemented correctly, whether people at the top not only understand but put this function into practice and, if, as a result of the implementation of the strategy, both the individual's and organization's goals are being met. I was also assessing whether a specific legislation exists for the HRM function in the country.

1.6   SIGNIFICANCE OF THE STUDY

A number of governments have focused on human resources management as a key strategy for civil service reform in their countries. Mozambique is no different from any of these countries. Nationals perceive the country as being characterised by a scarcity of skilled labour, lack of human resources management, which amounts to a sharp deterioration in social and economic infrastructure, as well as the inability of executive councils to render basic services to the population. As such, it is imperative to have a strong and knowledgeable civil service which can only be achieved through proper management of human resources.

Therefore, a study of this nature is important as firstly it will contribute to research on human resources and its importance in civil service reform. This is essential as this study will prove that governments that focus on human resources management in their civil service reform, such as Australia and New Zealand, have had tremendous success (Adamolekun, et al. 1996:25).
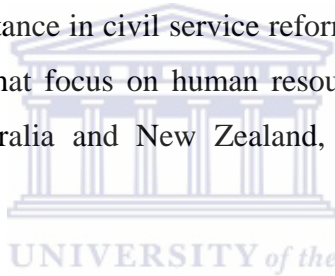
The study will also contribute towards making HR practitioners and managers in the public sector in Mozambique aware of the importance of focusing on human resources as a prerequisite for successful governance and public administration.

Lastly, the study will contribute to the improvement and implementation of human resources management practices in the civil service programmes. This is very important because though the government acknowledges human resources transformation in the civil service, it is almost not functional. For instance, different Ministries and Ministers do not see eye-to-eye on priorities. Hence, there has been limited commitment for such transformation.

1.7   ORGANIZATION OF THE STUDY

The study is organized as follows:

Chapter 1

This chapter explains what the study deals with, i.e. civil service reform and human resources elements in Mozambique. It justifies what encouraged this research, the objectives and significance of the research as well as the research methodology that was used for the study. At the end, literature that covers civil service reform and human resources management is examined. The literature review is imperative as it facilitates an understanding of what has been included in civil service and human resources management, and what was left out.

Chapter 2

This chapter gives an outline of the typical objectives for civil service reform and the importance of human resources management practices in the civil service. It explains the guiding principles of civil service reform, and also gives an account of human resources management as a non civil service initiative. Key conceptual issues concerning human resources management are also reviewed.

Chapter 3

The chapter provides a perspective on human resources management and civil service reform in Mozambique.

Chapter 4

This chapter discusses what the priority issues of human resources are in the country and the situation of some of these practices in the country. Moreover, this chapter presents fieldwork results.

Chapter 5

In Chapter 5 a comparison is made between the theory and the Mozambican case.

Chapter 6

This chapter concludes and provides a set of recommendations on what ought to be done. The chapter also provides a special section on areas for future research and how findings apply to other African countries.

1.8   CONCLUSION

This chapter demonstrated the steps that were carried out throughout the study. The objectives of the study, the research methodology and the significance of the study are clearly shown and discussed. As could be verified, the study is divided in 6 chapters and as the study progresses each of these chapters is discussed in detail for a better understanding of the research. Therefore, it is worth reading all the chapters, especially if one is interested in matters concerning civil service reform and human resources management. However, it is worth noting that although the study covers some perspectives on civil service reform in developed countries, much focus was given to developing countries, and especially African countries, as I believe that these countries are more vulnerable and perhaps do not quite understand why their programmes often fail.

CHAPTER 2

THEORETICAL PERSPECTIVES ON HUMAN RESOURCES MANAGEMENT AND CIVIL SERVICE REFORM

2.1   INTRODUCTION

This Chapter is an attempt to develop a theoretical perspective on Human Resources Management (HRM) and Civil Service Reform (CSR). In an effort to bring about this undertaking, the study seeks to identify the key conceptual issues concerning human resources management as well as best practices of CSR. Key issues that will be addressed include: the beginning of CSR programmes, typical objectives of CSR, guiding principles of civil service reforms, and the importance of human resources management in CSR as well as HRM as non-CSR initiatives.

2.2   THE BEGINNING OF CIVIL SERVICE REFORM PROGRAMMES

The reasons, motives and expectations for CSR show a discrepancy from country to country. For example, it is widely believed that in the developed northern countries, CSR was driven by an ideology in response to citizen and taxpayer demands for improved public services, and a smaller role for governments at all levels, private sector participation, and reduced tax burdens. The case is different in the transitional economies, as the goal was to break down authoritarian institutional structures and accelerate democratic development and economic market reforms (Chaudhry et al. 1994; Schiavo-Campo, 1996). Developing countries in Africa and South America undertook reform as a direct consequence of the early experiences of structural adjustment programmes (Chaudhry et al. 1994; Kiggundu, 1996).

In addition to the above-mentioned reasons for CSR, other reasons include globalization, democratization, conditionality, information technology and private provision of the public services (Roth, 1987). The collapse of many states around the world and

institutional decay, together with capacity-building development as well as managerialism, also offer reasons for CSR in many countries.

Further still, CSR programmes also come to the fore as a result of the new concept known as the New Public Management (NPM) which emerged in the 1980s and 1990s among politicians and their advisers in countries where governments, at national, regional and local level, had strong traditions of directly organizing, providing and managing publicly funded public services.

According to Dawson & Dargie in McLaughlin et al (2002:34), the term NPM can be defined in three different ways. First, as a movement, that is a set of beliefs or ideology from which actions followed in anticipation of particular consequences. Second, NPM can be termed as a subject for study and commentary by academics. Third, NPM can be defined as a set of practices that can be observed in recent public sector reform.

Other writers refer to the term NPM as 'managerialism'. For example Nolan (2001) explains this term as being concerned primarily with efficiency and administrative control, and that that which dominated governmental reform efforts in the United States and the United Kingdom during the 1980s has in recent years been combined with public choice theory, transaction cost economics and agency theory. Hence, for the purpose of this study, NPM will be regarded as a set of practices that can be observed in recent public sector reforms.

The foundation of the ideology so as to recognize the NPM as being influential in the development of public sector reform programmes in the 1980s and 1990s is that public sector provision was not efficient, and it was usually ineffective in that, it led neither to cost control nor to quality improvement and that if unchecked, it would see unacceptable growth in tax bills, an increasingly electorate and declining standards of public service (Dawson & Dargie in McLaughlin et al 2002:34). Thus, these assumptions emerged as a central drive for public reforms. As Dawson & Dargie in McLaughlin et al. mention, having the problems so defined, politicians and advisers turned to the private sector for

advice on how to effect change (2002:34). As can be noted, this ideology is based on the idea that both the public and private sectors do not have to be organized and managed in fundamentally different ways, indeed, that it would be better for public services if they could be organized and managed similarly to the private sector if possible.

Similar movements were established in large corners of the globe, including New Zealand, Australia, the UK and Sweden, which as Dawson & Dargie in McLaughlin et al (2002:34) observe, are all countries that had a strong tradition of a large state-controlled public sector. They go on and mention that even in countries such as the USA, where there was much less central provisions for public goods, the government needed reinventing, in the sense of being made more entrepreneurial in order to secure more, better and for less.

There are four models and their characteristics pertaining to NPM. These models were demonstrated by Ferlie et al. (1996:10-15) in Nolan (2001). The four models and their characteristics are:
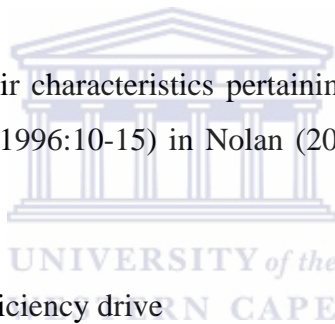
2.2.1   NPM Model 1 - The efficiency drive

This model is regarded as the most primitive model to become known and represented a desire to make the public sector more professional. Some of its key characteristics include:

- An increased attention to financial control;
- Management by hierarchy 'a command and control' mode of working;
- Clear target setting and monitoring of performance; and
- Less bureaucratic and more entrepreneurial management, but still with tight accountability requirements upwards.

Therefore, this model provides the basis for a new form of management which is different from the ones which were used in the previous years. Thus for example, an increase in financial control reduces corruption and it educates civil servants about being accountable for the work that they are bound to do. Moreover, by empowering those at

the lower level of the hierarchy, this style may increase morale and motivation as well as motivate staff to perform much better in their jobs.

2.2.2   NPM model 2 - Downsizing and decentralization

This model represents a move away from large vertically incorporated organizations towards decentralization, organizational flexibility, and downsizing.

2.2.3   NPM model 3 - In search of excellence

The model concentrates upon the management of change which highlights the role of values, culture, rights and symbols in determining how people behave at work. This model is fundamental as it emphasizes organizational development and learning, recognition of organizational culture as a form of glue, and radical decentralization with performance judged by results. It is in this model that one values cultural diversity where many times people can refuse to acknowledge or recognize excellence because of an individual's cultural background which can be based on race, gender issues and religion.

2.2.4   NPM model 4 - Public service orientation

This model takes ideas from the private sector and applies them in a distinctive public sector context. One of the key characteristics of this model is a major concern with service quality, a value-driven approach based on a mission to achieve excellence in the public services. Typical examples of quality service could be the case of total quality management and the use of quality initiatives. Thus, for instance, if public school education is of high quality, then why waste a lot of money sending kids to very expensive private schools or even abroad to get education? Hence, this model emphasized that certain public goods need to be of high quality.

Although the NPM can be viewed as an excellent model of management that could be used in certain reforms in many countries, it does not go without some criticisms. For example, Lynn (1998:236) in Nolan (2001) refers to the hard-core believers in the NPM and criticizes them for viewing the NPM as a 'catechism' to provide answers as to how government performance might be improved through simulating market discipline. Thus

it is believed that such catechism distorts and discourages the searching investigation of supporters' claims and contested ideas.

2.3   TYPICAL OBJECTIVES OF CIVIL SERVICE REFORM PROGRAMMES

We have previously seen how CSR programmes emerged. Since the motives for CSR differ from country to country, it is obvious that its objectives will also differ. Nevertheless, all objectives for embarking on a CSR are imperative, depending on the situation of the country undertaking such reform.

The ultimate goal of CSR programmes is to reduce poverty and enhance government effectiveness. CSR programmes generally also target more specific objectives which can range from objectives that are primarily structural to objectives that have a more direct link to macroeconomic stability (World Bank, 2002). This means that the objectives that are primarily structural have an impact on service delivery that is provided by government.
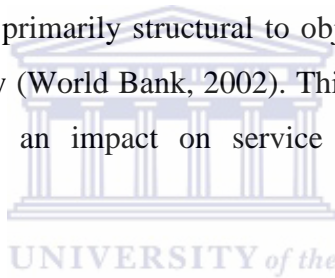
Thus, structural and macro fiscal concerns are difficult to divide as each directly impacts on the other. The structural issues of employment and career path, pay policy, and organizational arrangements are key to ensure improved accountability and service delivery. However, it can also have a major fiscal impact. In turn, an immense wage bill can threaten macroeconomic stability. Measures to reduce the wage bill can also have significant structural effects. However, the relative importance of these issues may vary from country to country. Below is a demonstration of a diagram of typical goals of civil service reform programmes as provided by the World Bank, (2002).

FIGURE 2.2: CIVIL SERVICE REFORM OBJECTIVES

Correct fiscal imbalances: • Wage bill relative to gross domestic product (GDP) and as a proportion of government expenditures • Sustainability of civil service pension system *Pay and career structures:* • Wage levels and comparability with private sector • Promotion and career structures • Shortages of qualified labour in particular skill areas	Potential impact on macroeconomic stability
Improving accountability and service delivery: • Reducing high-level corruption and partisan influence • Creating incentives for senior staff • Reducing administrative corruption • Service delivery improvements in key sectors' particularly health and education • Improved capacity for regulation and revenue-raising • Empowering consumer groups through surveys and reform of administrative laws	Structural issues with potential impact on service delivery

(Source: World Bank, 2002)

The above goals for civil service reform can typically be more suitable to African countries as most of these countries have difficulties in ensuring that there is an efficient and effective service delivery. Moreover, given the fact that these countries have mostly been affected by civil wars, these goals are adequate as they provide for a system which

is conducive to development and the eradication of poverty in these states. As has already been stated, the motives for CSR differ especially from developed countries to developing countries.

Typical objectives of CSR in Tanzania, for instance, are justified by the fact that it faced serious problems with overstaffing, low-pay and under-resourcing of basic services due to past growth in the civil service and crowding out of operational spending. The case is not so different from Mozambique where, after it gained its independence, the country employed as many people as it could, and when the country was in poverty which is the case today, decided to downsize its civil service which resulted in many employees losing their jobs.

Many organizations went bankrupt because the people were not well prepared to manage them. Today, many warehouses, for instance are closed or do not function properly and others were destroyed because of the civil war in the country. As a result, there was a decline in real wage levels and the quality of government, a collapse in services as well as growth in maladministration and corruption.

In Uganda, the drive for reform was generated as far back as 1989 by the move forward for reconstruction following a long period of civil war. As McCourt & Minogue (2001:71) state, the President at the time took personal interest and was determined to push through major restructuring because the public sector was viewed as a major obstacle to sustainable development.

Another reform case that could be given as an example is the case of China, where reforms of the government and state sectors (including state-owned enterprises) have been implemented as part of its post-Mao economic system reform seeking to transform a previously state commanded economy into a socialist market economy (McLaughlin et al. 2002). This was characterised by the following phases:

The first phase of the reform, from 1978 to 1987, was marked by old administrative units being slowly dismantled (such as the people's communes), government organizations were modernized and some experimental changes were introduced to the cadre personnel management system. In the second phase, from 1987 to 1992, administrative reforms generally involved government organizations reorganization at the central level, centering on the renovation of government functions, and a more fundamental reform of the cadre personnel management system which resulted in the introduction of the state civil service in government at all levels.

Hence, the CSR in China lies in the search for efficiency and rationality, as most provisions of the provisional regulations are concerned about. As can be noted, the reforms are differently implemented and it varies according to the history of the country which needs to embark on a given reform.

2.4   GUIDING PRINCIPLES ON CIVIL SERVICE REFORMS

For the purpose of this study, these principles for CSR are mostly suited to developing countries such as those in Africa as they require a certain amount of donor support during the season of reform. Consequently, the purpose of the principles is to present guidance on the general requirements for effective civil service reform as well as on the critical matters that need to be considered in appraising civil service reform programmes for possible donor support. The second aim of the principles, as Adamolekun et al. (1996) states, is to provide guidance to assist aid contemplating involvement in civil service reform to design more effective aid interventions in line with current best practice. The other aim of using the principles is to identify areas of weakness in the already existing civil service reform programmes. This could help to recommend or put forward remedial action that can be taken by donors and governments.

The purpose of CSR is to improve the effectiveness and performance of the civil service and to ensure its affordability and sustainability over time (Westcott 1999). The ultimate goal is to raise the quality of services delivered to the population, support economic and

social development, and to enhance the capacity to carry out core government functions (Adamolekun et al. 1996). This is imperative in order to promote sustained economy.

Therefore, CSR programmes seek to improve both core functions such as revenue generation, financial management, policy formulation, personnel management, etc., as well as sector specific policy, management and organization. These aspects need to be incorporated in a coordinated manner.

In various African countries, the success of the civil service is inhibited by poor governance, structural factors that can include excessive staff and inadequate incentives as well as by a lack of administrative capacity. Hence, it is essential that all aspects be concurrently addressed in a comprehensive and strategic framework for a civil service reform approach.

2.4.1 Economic reform and adjustment

Adjustment programmes deal with the necessity to redefine the function of government and to give attention to public sector activities in relation to functions such as economic policy-making, revenue collection, infrastructure provision and the delivery of social services. Hence, CSR should be designed in such a manner that it is able to support governments to evaluate the role and function of the civil service in order to find out how services can be provided more efficiently and effectively.

Adjustment programmes in Africa have been controversial. On the one hand, it is widely recognized that significant poverty reduction is not possible without high rates of economic growth (UNDP, 1996). A study demonstrated that African countries can grow close to the rates of eight fast-growing Asian economies (3.4 percent per annum per capita, 1970-89) with greater market incentives, trade openness, and savings (Sachs & Warner, 1995). However, there have been criticisms on the part of Oxfam and the UN Economic Commission for Africa (ECA) who argue that the poor have suffered from reduced government services, and that expected increases in investment and economic growth have not materialized (Wescott, 1999:148).

Adamolekun et al. (1996:50) add that in developing CSR programmes and aid projects, recipients and donors need to ensure that there is consistency with overall public expenditure plans, especially the target ceilings for the recurrent budget and the composition of expenditure. This can affect the pace of some reforms and their longer-terms, financial sustainability. Planned improvements in civil service terms and conditions are particularly dependent on the availability of recurrent funds.

2.4.2 Leadership and commitment

The Special Programme of Assistance for Africa (SPA), a group of aid agencies that meet to co-ordinate balance-of-payments and other support to African countries undergoing economic reform programmes, argues that high-level political commitment and support is an essential prerequisite for successful CSR but is not sufficient in itself.

Wescott (1999:148) contends that ownership of reform programmes needs to be more broadly based, and need-to be derived from the political and administrative leadership and the rank and file of the civil service. He further argues that African governments need policy statements on CSR to be endorsed at the highest political level of government as a foundation for the development of detailed programmes. Windows of opportunity such as a change of government should be used to commence such dialogue and to build commitment.

Therefore, it is crucial that donors avoid taking the lead in diagnosing problems and devising reform strategies as this is likely to undermine ownership and commitment. For this reason, it is imperative that African countries develop their own reform strategies and devise CSR programmes which they own and are prepared to implement.

2.4.3 Taking account of governance

When one speaks about good governance, it often implies 'accountability', 'transparency' and 'the rule of law' which is conducive to effective CSR. Sound governance is the central factor that differentiates success in promoting sustainable human development

from failure (Lal & Hyint, 1996). This requires commitment to a more professional civil service that puts a greater emphasis on performance as well as ethnic loyalties.

Donor support for governments includes activities such as support for development of legislation governing the civil service, legal sector reform (including the relevant sections of the judiciary) and anti-corruption measures. CSR can itself enhance governance, and donors should make an endeavour to support activities which can help achieve this such as improving ethical standards or enhancing accountability.

2.4.4   Nature and programme design of CSR programmes by donors

Prior to the detailed design of CSR programmes, there is a need for an open, objective stocktaking of the current situation (Wescott, 1999:151). Wescott adds that, among other issues, this might cover gender balance in the civil service and in retrenchment; gender stereotyping in public service employment; performance and training opportunities for women in the public service; and the extent of participation in decisions about levels and type of service provision.
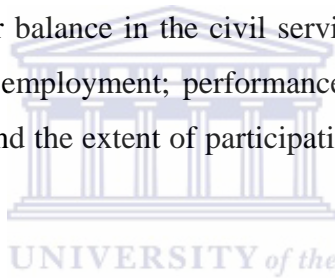
Moreover, donors should encourage recipients to develop a clearly articulated view about the scope and nature of the civil service they are trying to develop. Overall programme objectives should be driven by the intended outcomes. This vision should be noted in the expectations of the public.

In implementing a CSR programme, it is crucial that donors assess whether the proposed content, sequencing and pace of any CSR programme for which aid is requested is realistic (Wescott, 1999:152). The precise sequencing adopted is often influenced by the availability of finance, management capacity, the ease of carrying out a programme component, and the degree of support for it among stakeholders.

In general, downsizing and rightsizing programmes should commence after Ministerial reviews as these will classify redundant posts and personnel to be retrenched. Downsizing programmes therefore, call for preceded efforts to set up healthy personnel

information systems and an establishment control system to avoid re-employment of retrenched personnel.

It is widely known that functional reviews and restructuring of Ministries are vital for an improvement of the effectiveness of service delivery to the people. Hence, donors need to encourage African governments to use this process in order to help to define sector objectives and to consider the appropriate division of responsibilities between government and NGO or private sector.

The scope of Ministerial reviews should be wide ranging and include an assessment of systematic and structural constraints such as cultural factors and new management systems.

In instances where decentralization is underway, donors should emphasize the need for the Ministerial reviews to be coordinated with these programmes (Adamolekun, 1996:57). Once an agreed division of responsibilities between the central and local government and between the private sector and NGOs exists, it can outline the basis for Ministerial restructuring.

According to Wescott (1999:156), governments are increasingly concerned about the size and cost of the civil service and its impact on their ability to finance operating costs and priority developments needs. Reducing the size of a civil service is frequently a prerequisite for ensuring that governments can maintain and finance a smaller and better paid civil service over time. However, unless such interventions are well designed, they can have a negative effect on morale and productivity. Therefore, Adamolekun et al. (1996:54) suggest that particular attention needs to be given to the social consequences of retrenchment. Criteria for selection need to be open and transparent to prevent any discrimination on ethnic or gender grounds.

2.4.5   Implementation, monitoring, evaluation of CSR programme by donors

Wescott (1999:163) states that a CSR management team with sufficient status and authority is usually required to design the programme to ensure inter-Ministerial co-ordination and to overcome resistance to change. This should be overseen at the political level.

He further argues that it is crucial to assess service delivery standards and the level of involvement, utilization and access to public services by the poor and women. There is a need for a baseline study to be developed at the design phase of the project and for regular surveys to be repeated thereafter. The initial survey should be used both to improve the design of CSR as well as to monitor the impact on service delivery. Repeat surveys should then be able to identify the need to take early corrective action to diminish any adverse consequences.

According to Adamolekun et al. (1996:55) careful design and selective conditionality is an imperative mechanism for stimulating initial action by African governments, and as a means of allowing donors some influence over the pace and direction of reform. They further argue that conditions need to be realistic, developed jointly and negotiated with the recipients so that they are perceived as a government commitment to an agreed programme rather then being externally imposed.

2.5   THE IMPORTANCE OF HUMAN RESOURCE MANAGEMENT IN CIVIL SERVICE REFORM

For any government that intends to embark on CSR, it is crucial that it is aligned with HRM priorities as HRM ensures that any given organization achieves its stated objectives. The impact that HRM has on any CSR is extreme. This is due to the fact that whenever any country embarks on a transformation, it now focuses on policies and legislation that have a great impact on the management of employees within companies. For example, in South Africa, with the country's new democratic government, the HR profession has since 1994 felt the substantive impact of government policies and programmes (Grobler et al. 2002:23). These include new laws that came into being in the

country such as the implementation of the Labour Relations Act, No.66 of 1995, the Basic Conditions of Employment Act, No. 75 of 1997, the Skills Development Levies Act 9 of 1999, and many others.

Moreover, in the United States of America (USA) in the case of the 1978 Civil Service Reform Act, President Jimmy Carter responded to the Nixon abuses by including provisions to protect the right of employees to blow the whistle on improper behaviour by government agencies and officials (Dresang, 1998:52). He goes on and adds that the 1978 CSR Act reads as follows:

"All employees and applicants for employment should receive fair and equitable treatment in all aspects of personnel management without regard to political affiliation, race, color, religion,   national origin, sex, marital status, age or handicapped condition, and with proper regard for their privacy and constitutional rights".

The above statement is a demonstration of the protection of employees in the USA as a consequence of CSR. The Act, therefore, illustrates that not only employees from the private sectors, but also employees from public domain are the highest priority.

The importance of HRM is very important in any given CSR because no organization can truly succeed if its employees are not satisfied at the beginning and because nowadays there is an inclination towards concentrating more on the 'new public management'. As discussed The New Public Management (NPM) approach, which came to the fore recently, toward public administration's responsiveness may be understood in different ways. For example: Gunn (1984) mentions four aspects of public management: (1) public management as public administration, (2) public management as business management, (3) public management as public policy, (4) public management as managing people.

It would therefore be almost inappropriate to reform civil services without taking an HRM approach. Thus Thomson (1990:307) and Vigoda-Gadot & Cohen (2004:212-213) argue that the knowledge gained through the awareness of HRM and Organizational Development (OD) is important as this emphasizes the evaluation of people. Therefore,

by using these techniques people are changed so as to become more committed, competent, cost-effective, and in sympathy with the aims of the organization which is to bring better services to the citizens.

Human resources and the quality of public servants affect citizens' satisfaction and perceptions of the responsiveness of the public sector. Vigoda-Gadot & Cohen (2004:213) also agree in this regard, as they mention that the traits of public servants are rooted in the micro level of organizations and in HRM theory and practice and therefore, this approach often describes the employees as the 'organizational core'. They also view the quality of human staff as even more significant in public administration systems where there is a direct confrontation between the taxpayers and the civil servants.

In a recent contribution made by Adamolekun et al. (1996:25), it is demonstrated that making the most of the staff and human resources management is important and thus an alternative that most countries embarking on a CSR need to do. For example, it was once mentioned that an improved human resources system within the public service should aim to encourage and reward both team and individual performance as this allows for innovations in producing and measuring individual performance.

Adamolekun et al. (1996:26) further points out that some of the successful Asian economies recognize the importance of recruiting the most talented people available and improving their skills through constant training. They add that Hong Kong and Singapore are typical examples of countries which carry out aggressive recruitment at entry level, persuade high-flyers to enrol for further training and normally pay attractive salaries compared to non public organizations.

Likewise, reform programmes that are in progress are adopting a highly practical move toward maximizing effectiveness of all levels of staff that includes training programmes to guarantee that an increased competency is tailored to individual needs. For example, performance appraisal techniques which identify the strengths and weaknesses of individual contributions, and personal career planning to ensure that personal ambitions

and aspirations are harnessed towards the overall service of government, are also being introduced (Adamolekun et al., 1996:26). They also agree that the Malaysian Government's focus on establishing key national institutions competent enough in providing highly targeted training to strategic personnel provides a useful example of current developments in this field.

Additionally, in a recent contribution by the World Bank (2002:35) on CSR, it was found that in Cambodia for instance, the current civil administration suffers from a number of problems including: (a) prevalence of nepotism and cronyism as a result of the lack of a competitive recruitment system; (b) widespread absenteeism and "brain-drain" due to below subsistence, non-competitive remuneration (average pay for civil servants was US$23 per month, far below the minimum wage of US$45 per month in the garment industry), and (c) the lack of a clear career path that could motivate staff to carry out assigned tasks.

The Bank further points out that skilled civil servants at senior management levels (age 40s and 50s) are in severe shortage which reflects a mass destruction of human resources during the Khmer Rouge period (1975-79) and the lack of relevant training opportunities during the 1980s.

In order to overcome the problems mentioned above, recent and current institutional reforms in Cambodia include the current reform scenario for 2002-2006 which envisages: (a) salary decompression to allow more adequate compensation for higher-level civil servants (and so-called priority mission groups); and (b) self-financing of the wage bill. This strategy is being assisted by the World Bank, the International Monetary Fund, the United Nations Development Programme (UNDP), and the Asian Development Bank (AsDB), (World Bank, 2002:35).

As far as key strategies of CSR are concerned, where the element HRM is imperative in CSR, another crucial issue that needs to be looked at is the rewarding system in the public service. In the view of this fact, Adamolekun et al. (1996:26) are of the opinion

that incentive packages, such as the Malaysian New Remuneration System, which ensure that skills and, in particular, personal achievements, are recognized and rewarded, are also becoming more widespread.

Still further, they also point out that the Canadian Government has made it a policy to inform employees of the results expected of them in the performance of their work; to make them aware of the standards against which their performance will be judged; to provide them with informal feedback on a continuing basis and periodic formal feedback; and to act upon the conclusions of employees' performance reports. It is in this respect that performance management also plays a vital role. The term refers to a system whereby organizational objectives are coupled to work plans, appraisals, capacity development, and pay incentives for individuals and teams. Inadequate terms and conditions still remain a major impediment to improving performance in African civil services (Adamolekun et al. 1996:54). For this reason, they are of the opinion that African governments, for example, need to adopt a pay reform incentive as a key strategic component of CSR.
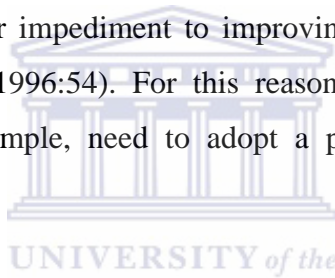
Hence, successful CSR requires a commitment by development partners to move basic pay toward a minimum living wage over time and to reform pay and benefits structures by restoring differentials, introducing performance-related aspects and monetizing benefits in kind.

Competitive pay and incentives are also necessary, but not sufficient conditions for building-capacity to effectively perform critical tasks. Therefore, Wescott (1999:462) contends that capacity building needs to be emphasized and prioritized. Improving the performance of a task needs to begin with mapping the organizations involved in performing it (Hilderbrand & Grindie 1995:441-64). Tasks may be core functions such as taxation, budgeting, personnel management, or sectoral functions such as agricultural extension or health facilities maintenance.

2.6 HUMAN RESOURCES MANAGEMENT AS NON-CIVIL SERVICE INITIATIVES

The people in any organization are the basis of the organization's competitive advantage. However, for this to be turned into reality it is essential that the organization has a HRM ability, which refers to the HRM function within the organization, as well as the capacity of the management to manage productively and to realize the potential of the people within the organization. As Amos et al (2004:5) mention, those entrepreneurs (CEOs and MDs) who are most likely to succeed do not only set up an effective HRM system to support the achievement of business objectives, but also have an informed understanding and ability to manage the human aspect of the business. It is therefore crucial to be able to make the people of the organization become committed to the organization's functions in order for the organization to have the best chances of profitability and survival.

Armstrong (1999:18) refers to human resources management (HRM) as an approach to the management of people which is based on four fundamental principles:

1. People are the most important assets an organization has and their effective management is the key to its success.

2. Organizational success is most likely to be achieved if the personnel policies and procedures of the enterprise are closely linked with, and make a major contribution to, the achievement of corporate objectives and strategic plans.

3. The corporate culture and the values, organizational climate and managerial behaviour emanating from that culture will exert a major influence on the achievement of excellence. This culture must be managed, which means that strong pressure, starting from the top, needs to be exerted for the values to be accepted and acted upon.

4. Continuous effort is required to encourage all the members of the organization to work together with a sense of common purpose. It is particularly necessary to secure commitment to change.

A working definition for HRM in this study is therefore that HRM is the system of philosophies, policies, programmes, practices, and decisions that most of the time may affect the attitudes, behaviour, as well as the performance of the people of an

organization so that people are satisfied in order to perform and contribute to the organization for the purpose of achieving its intentional objectives.

When we speak about practices in HRM it is imperative to note that they are part of the process of planning and organizing the human resources system, activating and leading the human resources system, and controlling the system to acquire the necessary human resources outcomes, and hence the long-term accomplishment of the business organization (Amos et al. 2004:5). Therefore, HRM is concerned with the broader implications of the management of change and not only with the effects of change in work practice; it concerns itself with strategies, the introduction of new activities and the development of new ideas. HRM determines the general policy for employment relations within the organization and thus has long-term perspectives and attempts to integrate all human aspects of the organization into a coherent whole.

For any organization business plan, the HRM principles/functions are composed of: a human resources (HR) plan, HR practices, pay and conditions, performance management, human resource development (HRD) and diversity management. These are discussed below.

2.6.1 Human resources plan

The planning process is very important to meet the recruitment planning needs and employee selection that results when complex and changing organizations come across a dynamic business environment. According to Fisher & Schoenfeldt (1993:8) the planning process involves forecasting HR needs and developing programmes to guarantee that the accurate numbers and types of individuals are obtainable at the right time and place.

McKenna & Beech (2002:6) are of the opinion that recruitment is a process whereby the work to be undertaken by an employee is closely examined, and results in the preparation of a job description. The most appropriate means of recruitment can be newspaper advertisement; the use of an employment agency (that is usually assigned the objective of

attracting the right applications) and a specification of the attributes a suitable candidate will need in order to perform the job.

Recruitment is not only one of the most important ways in which both private and public organizations meet HR capacity requirements, it is also the prime instrument for achieving employee equity, by opening services to all sections of society (White Paper on HRM in the Public Service, 1997:21). Therefore, in developing recruitment policies and procedures, targets should be set for achieving precise employment equity objectives, and in particular for achieving race, gender and disability balance, as well as for achieving the skills required to meet the department's operational needs.

The identification and attraction of suitable applicants depends on the effectiveness of the advertising department in terms of the substance of the advertisement and the extent to which it reaches the target audience.

A variety of techniques such as application forms, interviews, tests and assessment centres, can be accessible in order to choose the best candidate from a group of applicants. Grobler et al. (2002:174) state that selection is the process of choosing from a group of applicants the individual best suited for a particular position. The selection process involves making a judgment, not about the applicant but about the fit between this person and this job.

Viewed thus, it is imperative to forecast and plan for future people requirements, workforce statistics and analysis, HRM information data-base as well as career and succession planning. It is worth noting that during the succession planning for key positions, particular attention should be paid to the need to plan for the filling of positions which, by virtue of their importance within the organization, are key to the organization's effectiveness (White Paper on Human Resource Management in the Public Service, 1997:17). Hence, these positions should be identified separately, and measures identified to determine likely future vacancy patterns and potential sources of labour supply.

Career management and job design also form part of the HR plan. Grobler et al. (2002:354) identify career management (CM) as the process of designing and implementing goals plans and strategies that enable HR professionals and managers to satisfy workforce needs and allow individuals to achieve their career objectives. They further identify benefits that are brought about by the introduction of a programme of CM planning in the organization. These include the following:

- Staffing inventories.
- Staffing from within.
- Solving staffing problems.
- Satisfying employee needs.
- Enhanced motivation.
- Employee equity.

Thus in managing careers, individual employees will be first and foremost accountable for seeking opportunities for development and promotion in line with their own career aspirations. Managers also have the task of supporting and encouraging their staff to take advantage of such opportunities. For this reason, the managers' performance will be assessed, among other things, on whether they have fulfilled this responsibility.

Grobler et al. (2002:109) regard job design as the manipulation of the content, functions and relationships of jobs in a way that both accomplishes organizational purposes and satisfies the personal needs of individual job holders. Therefore, the importance of job design lies in its ability to fulfil both organizational goals as well as individual satisfaction. This is to say that a worker's favourable reaction to job design means better achievement, improved satisfaction, less absenteeism, fewer grievances and less turnover.

2.6.2   Human resources practices

HR practices are crucial to ensure fair and effective procedures and processes for the selection and deployment of people to meet organizational needs. It is imperative that good human resources practices include retirement planning, employment equity plans as in the case of South Africa which comes to the fore as now it is understood that where

there has been unfairness, corrective measures must be implemented so as to ensure that human resources practices are free from discrimination, invisible barriers and unjustness which will impede equal employment opportunities; and also, flexible employment arrangements. In addition job analysis, probation management, promotion and transfers also are part of HR practices.

Job analysis is the process by which management systematically investigates the tasks, duties and responsibilities of the job within an organization (Grobler et al. 2002:78). The process includes investigating the level of decision-making by employees within a job category, the skills employees need to do a job adequately, the autonomy of the job in question and the mental effort required to perform the job. As Erasmus & Van Dyk (2004:152) suggest, job analysis can be regarded as an essential information base for a large variety of organizational and management functions. Thus job analysis forms the foundation of an enterprise, the separation of primary work groups is based on it, and it is that specific aspect that associates employees to an enterprise. Therefore, it deals with the identification of a variety of tasks and the knowledge, skills, abilities and responsibilities that a successful incumbent ought to have.

The most common end product of a job analysis process is a written job description. As Grobler et al. (2002:89) assert, job descriptions are often used for many different reasons such as for several employment and compensation activities which depend on job information that is normally included in the organization's job descriptions. They further state that, other than the job to be performed, the basic information needed for such requirements are employment equity, overtime and employee safety specifications and these also can be included in the job descriptions.

The White Paper on Human Resource Management in the Public Service (1997:23) argues that probation management is also important as all new employees on continuous contracts may be required to undergo a period of probation which will be determined by the nature of the position and the time required to determine the employee's suitability for continued employment. The probationary period may vary from position to position

but it should not be less than three or more than six months. For this reason it is crucial to set clear criteria on how the employee should be assessed during the probationary period.

Promotion is defined as the progression from one position to another position at a higher level, and not to incremental advancement within the current grade (White Paper on Human Resource Management in the Public Service, 1997:13). An employee is promoted only when he/she applies successfully for a vacant position at a higher level in competition with others. This happens in Mozambique often in the public sector where individuals have to compete against one another for certain positions. Sometimes these competitions only apply to internal staff and are not open for outside individuals. I do not quite agree with this principle as public departments do not even consider CVs that come to the organizations as I believe that they can lose very qualified people for certain positions, especially because the country lacks qualified people for many positions in the public service.

Lateral transfers are also imperative in HR practices. It is thus essential that employees are rotated between jobs within their departments especially in the public service for the organization's operational effectiveness and the employees' development. In transferring employees, it is advised to consult the employees to be transferred beforehand and their personal circumstances also need to be taken into consideration.

2.6.3   Pay reform and conditions

This principle is based on the idea that in modernized societies there is a need to ensure the attraction and retention of people, and the enhancement of employees' performance through appropriate pay and conditions. Fisher & Schoenfeldt (1993:11) also share this view as they believe that in today's world, there is a societal concern about exposure to hazardous substances or stress in the workplace which can affect the performance of the employee. The management of ill and injured workers is also part of this principle as workers need to be compensated whenever an accident occurs in the workplace as a result of the duty one was performing while doing the job.

Compensation refers to all forms of financial returns and real services and benefits employees obtain as part of an employment relationship. The goals of a compensation system in an organization are to attract and retain good employees. Therefore the system must be motivational for employees and it should comply with legal requirements (Grobler et al. 2002:382).

Benefits that can be provided by companies to employees are another function that cannot be overlooked. This is an imperative function and any company should have a policy pertaining it. For example, in South Africa, benefits have increased dramatically since the Second World War (Grobler et al. 2002:408). The types of benefits that organizations can provide their employees with include: (1) those that are required by law, such as unemployment insurance and compensation for diseases and injuries; (2) retirement benefits; (3) pay for time not worked such as payment for holidays, vacations and miscellaneous days employees do not work; (4) insurance such as medical aid schemes and life/disability insurance; and (5) employee services such as childcare programmes, transportation programmes, education expenses, food services and housing subsidies.

2.6.4 Performance management

Managing performance is another key requirement to HRM. The success of any organization in delivering its operational and developmental goals depends primarily on the efficiency and effectiveness with which the employees carry out their duties. The performance assessment process helps to discover strengths and weaknesses, and to institute the interventions necessary to deal with these such as the employee's future training and needs, and other developmental interventions such as career counselling and mentoring. Performance management is therefore an integral part of HRM as this fosters productivity and effectiveness by maximizing and maintaining individual performance.

Moreover, according to the White Paper on Human Resource Management in the public Service (1997:25) it is vital to recognize and reward employees who perform exceptionally well, and whose skills are particularly valued, in order to encourage them

to maintain the high standard they have achieved, and to encourage others to strive for improved performance. Awarding incremental increases in pay based on good performance can perhaps be one of the ways to achieve improved performance.

A very crucial element of this principle pertaining to HRM is performance appraisal and development as well as induction and probation. Performance appraisal and development is another crucial function of HRM that cannot be ignored. Performance appraisal (PA) refers to the ongoing process of evaluating and managing both the behaviour and outcomes in the workplace (Grobler et al. 2002:260). The importance of PA is that it is a key element in the use and development of an organization's most vital resource, its employees. As Grobler et al. add, appraisals are used for a wide range of administrative purposes, such as making decisions about pay, promotion and retention. Consequently, effective appraisals can in the long run significantly contribute towards the happiness and motivation of employees, provided that they are appropriately used.

According to Grobler et al. (2002:208) induction is the process of introducing new employees to the goals of the organization, its policies and procedures, its values and the co-workers, as well as the activities of the tasks to be performed and the equipment to be used. It is clear that the most important objective of induction is the integration of the new employee into the organization without interruption, so that the prospective employees can become an effective worker as soon as possible.

2.6.5   Human resources development

Erasmus & Van Dyk (2004:69) define strategic human resources development as the process of changing an organization, stakeholders outside it, groups inside it, and people employed by it through planned learning so that they possess the knowledge and skills needed in the future. Thus HRD strategies should be designed particularly to sustain the need and enhancement of skills, multi-skilling and increases in competence vital to realize business strategies.

In addition, Erasmus & Van Dyk (2004:72) assert that the mission of the organization is the fundamental reason for its existence. It defines activities the organization intends to perform and the kind of organization it intends to be (Erasmus & Van Dyk (2004:72). They further assert that a good starting point in long-term planning of a HRD effort is to pose the following questions, which should clarify the purpose of the HRD effort, and assist in determining priorities:

- What purpose does the HRD effort seek to attain inside or outside the organization?

- What part of this purpose is the responsibility of the HRD department, supervisors or learners?

- What is known about the learners? How can they be classified? How can this classification scheme be used in planning instruction?

- How are HRD activities currently benefiting the organization? How should they benefit the organization?

- How are HRD activities currently meeting learner needs? How should they meet leaner needs in the future?

- What is the organization's present philosophy about HRD? What should that philosophy be in the future?

These are all valued questions as HRD is there to improve organizational effectiveness by fostering the skills and knowledge of people, assist employees in programmes, further educate and train employees, as well as assist in the assessment and valuation. The NQF in South Africa is the framework on which standards and qualifications are registered as unit standards (Amos et al. 2004:97). This ensures that qualifications adhere to national standards. Thus, without an objective in mind about the organization, HRD practitioners may embark ahead and effectively complete projects. However, they may never be acquainted with how they are contributing to the enterprise's objectives. Hence, it is imperative that HRD practitioners explain the intention of the HRD endeavour in the organization and to guarantee that it is aligned with the broad business purpose.

It is also of equal importance to define the terms "education", "training" and

"development" as they are crucial elements of HRD in organizations. Erasmus & Van Dyk (2004:2) define training as the way in which an organization uses a systematic process to modify the knowledge, skills and behaviour of employees so that it can achieve its objectives. In addition, they further state that training can be viewed as a technological innovation that an enterprise needs to meet future needs. This means that in an organization the task requirements will determine the training standards as training is task-oriented as it focuses on the work that is performed in an organization. In view of this fact, McKenna & Beech (2002:6) are of the opinion that training ranges from simple on-the-job instruction to educational and training courses offered by providers external to the organization. They further point out that training coupled with development is apparent when organizations plan the progression of key employees through the company, in which case an attempt is made to reconcile organizational needs with individual career development. Therefore, training and development are essential functions that HRD should provide as HRD embraces the notion of developing employees and enabling them to make the optimum use of their abilities for their own sake as well as in the interest of the organization. In this context, given the pivotal role of the managers in the implementation of HRM policies, training should be targeted.

Erasmus & Van Dyk (2004:3) further define the concept of 'management development' on the other hand as the knowledge and attitudes that (potential) managers need to acquire to manage an enterprise successfully. Thus management development refers to preparing and training managers effectively in order to manage their subordinates at the same time as developing strategies of the organization and meeting its goals. This is another important role of HRM as the development of managers is of a paramount importance to any organization for the reason that managers are accountable for providing direction in the organization. Moreover, managers are exposed to the most recent events in the external environment, and because they are obliged to know how to manage their subordinates productively.

For the purpose of the study I will refer to the terms "training", "education" and "development" in terms of the following definitions:

- Training: an effort to change the knowledge, skills and behaviour of employees in such a way that it is possible to attain the stated goals of the organization.

- Education: a process which can provide knowledge, skills, moral values and understanding that is necessary in the normal course of life.

- Development: this is a longer-term organization-focused procedure which creates learning opportunities, and eventually makes learning possible inside the organization.

Organizations provide training for many reasons: to orient new hires to the organization or teach them how to perform in their initial assignment; to improve the current performance of employees who may not be working effectively as desired, or to prepare employees for future promotions or for upcoming changes in designing, processes, or technology in their present job. It is thus imperative to be able to tailor the training needs to fit the organization's strategy and structure. For example, a determined corporation whose approach involves providing exceptional service through a committed, long-service cadre of exceptionally well qualified employees will need more multifaceted training and career development systems than an organization that competes on the basis of much simple, low-cost services provided by transient and untrained employees (Fisher & Schoenfeldt, 1993:365).

As has already been noted, it is important not to train and develop without clear objectives that result in positive outcomes. Consequently, it is important to ensure that training or development has been successful in meeting the set objectives originally identified.

There are different ways to evaluate the effectiveness of training or the effectiveness of development programmes which will not be discussed here. However, as Amos et al. (2004:94) mention, the ultimate goal of training and development would be the impact on the effectiveness of the business. This could be observed in the improved efficiency or morale of the business.

There are various benefits that can be associated with training and development. These include the increased ability of an employee to do the job, improved productivity and motivation as well as reduced need to dismiss workers as a result of inability.

2.6.6   Diversity management

This is the last principle and function of the HRM that will be discussed in this chapter. As societies today are mostly engaged in reforms, it is essential to value diversity. An illustration of how important diversity is and where it can no longer be ignored is the case of South Africa. South Africa is a country rich in cultural diversity. The White Paper on Human Resource Management in the Public Service of South Africa argues that in choosing to ignore that cultural diversity, the pre-1994 Public Service deprived itself of experienced and talented employees which are sorely needed to achieve the social and economic goals of the new, democratic South Africa (1997:24). Hence, improved HRM practices, combined with effective affirmative action, should redress these imbalances within a relatively short period of time.

All organizations have a shared culture which reflects the attitude to the way work is done and to the way the people within the organization are likely to behave. Therefore, cultural diversity is not a matter of encouraging people from dissimilar educational and cultural backgrounds to become assimilated into the existing corporate culture; rather it requires the existing corporate culture to transform in reaction to the differing cultures of those who are employed within the organization.

Managing cultural diversity amounts to more than paying lip-service to cultural and gender differences as this requires active steps to identify and maximize the positive advantages of having a multicultural workforce as well as being aware of and responding sensitively to some of the challenges involved (White Paper on Human Resource Management in the Public Service, 1997:14). The White Paper further mentions that a diversity management strategy will therefore be needed, of which the aims will be to:

• Identify and raise awareness of cultural differences within the workforce.

- Analyze the existing corporate culture and identify practices and behaviour which (a) support and (b) undermine cultural diversity.

- Develop processes and behavioural norms to manage diversity which strengthen the positive and redress the negative aspects of the existing culture.

- Institutionalize diversity management by integrating it with the organization's management practices.

Implementation of diversity management strategy largely depends on the active support and involvement of everyone throughout the organization for this to be turned into reality. Hence, it is crucial that there be support and willing leadership among those at the top and permanent communication with employees at every level.

2.7   CONCLUSION

This Chapter provided an overview of theories pertaining to HRM priorities and CSR. The importance of HRM in any government embarking on a CSR was discussed and given essence to. The Chapter further demonstrated that policy initiatives that were enacted by many governments in the last decade have created a radically changed management environment in the public sector as all governments are committed to change. For these reasons, all governments should prioritize and recognize the HRM function as it has a significant part to play in facilitating transition and modernized change. Changed attitudes and behaviours, changed organizational culture cannot happen overnight as a result of top management teams negotiating their way to the agreement on organizational mission and values. As such, the Chapter demonstrated how attitudes and organizational behaviour can adequately be changed to the best advantage of both the organization and employees.

The HR function ought to take a lead in guaranteeing that the organization's people make the mission statement a reality and that the aims of the people are achieved. Although this Chapter gave an overview of many functions of HRM which are all imperative to any organization and country, this study will only look at three specific issues pertaining to

HRM. These issues concern firstly the HRD but will look mainly at training and capacity- building; secondly, the study will look at pay reform and, thirdly, the study will focus on performance management as these three focus areas are particularly relevant to the problems that Mozambique is experiencing. For this reason the following Chapter discusses the strategies pertaining to HRM and CSR in Mozambique around the three issues identified.

CHAPTER 3

TRAINING AND CAPACITY-BUILDING, PAY REFORM AND PERFORMANCE MANAGEMENT PERSPECTIVES IN MOZAMBIQUE

3.1 INTRODUCTION

This Chapter provides perspectives of the three HRM priorities identified, namely, training and capacity-building, pay reform and performance management in the Government of Mozambique in transforming its civil service. First, however the Chapter provides a background perspective on the strategy that was designed specifically for the general civil service reform for the period (2001-2011), which is called Estratégia Global da Reforma do Sector Publico 2001-2011 for a better understanding of the perspectives of the three HRM priorities outlined above. The strategy for CSR as adopted by the country will discuss the context for reform in the country where the three phases of the reform in Mozambique will be illustrated as well as the objectives of the reform.

3.2 THE GENERAL STRATEGY FOR CIVIL SERVICE REFORM

This strategy was established when Mozambique reached its 26th independence anniversary (25 June 2001) in order to reflect on the function and organization of the civil service in an attempt to respond and address various problems regarding economic, development, and social matters that the country faces. This programme is divided into two phases: the first phase runs from 2001-2005 and the last phase from 2006-2011.

The first phase (2001-2005) was intended to create basic conditions for an efficient and effective transformation in the civil service. It is in this phase that certain fundamentals pertaining to the organization, planning and management, and also, detailed technical instruments were established for the development of reform in the next phase.

It is also in this phase that the most important actions which are short term were launched in order to bring about quick wins. The objective of the quick wins comes into being due to the fact that there are certain urgencies that have to be met in the transformation of the civil service.

The second phase (2006-2011) is intended to review and develop programmes and projects that were established or experimented with in the previous phase. Moreover, this phase is designed to expand the results of the reform through projects and programmes which have deep impact. In general, this phase aims at having a great impact on the civil service in the sense that it must be able to show clearly and exclusively a transformation that is not conducive to resistance.

The civil service reform context of Mozambique is emphasized by three phases. The first phase of the reform was in 1975, when there was a struggle for liberation of the country before its independence. The country opted for a centralised structure which was characterised by a strong and unique model of governance.

The second phase of the civil service reform process (1986), was actually a phase in which the country was reforming its economy. There was a strong revision of the old model of governance which was aimed at changing the principles of governance that prevailed in the past. Hence, there was the creation of the Programme for Economic Rehabilitation (PER) which brought about a deep change in the purpose and carrying out of government activities. For this reason, the country changed from a model of having a centralised economy to an economy which was based on a private initiative. The government was no longer characterised by a centralized unitary model, but a unitary system only, and gradually it was becoming decentralized.

During the third phase of the reform process (1990), the country adopted a new Constitution. This phase still prevails at the moment and was also characterised by structural adjustment.

The following are specific characteristics of the civil service reform of the country:

- The transformation from a centralised economic model to a market-based model and the adoption of macroeconomic programmes and rehabilitation of the economy.

- The development of a multiparty system which came into being since the 1990s, together with the adoption and approval of the new Constitution and legislation pertaining to political parties, the electoral system, the functioning of the National Assembly as well as participation of the communities in the matters of the Government.

- There was a gradual implementation of decentralization and deconcentration in the administration of the state. The state gave more value to community participation, e.g. through elections.

- There has been an improvement and development between the relations of the executive and the Parliament, where matters such as approval of budget and the control of different programmes and plans are concerned.

- There has been the development of a system for planning including the development of an annual budget and other forms of administration.

- There has been the implementation of a new national system for human resources management, new careers and remuneration, information to staff members and training, as well as regulation for tenders and a recent general statute for public servants.

In this context, the above has also been in response to challenges that the government faces to alleviate poverty in the country and to make the country more competitive globally.

As in many other African countries, the aims and objectives for this particular strategy were to incorporate all the departments in the public sector with a view to making the challenges that the civil service faces better known and understood. In this way, it is envisaged that the country will be more capacitated to improve the implementation of its policies and programmes for the development of its citizens.

Another objective of the strategy is to improve or upgrade a system or a programme for better management of human resources at both central and provincial level. It is also envisaged that through this strategy, it is possible to develop an adequate environment for an increase of private sector involvement in the country.

Hence, this strategy is an instrument for the implementation of economic reforms that are currently taking place in the country and also a programme for the alleviation of absolute poverty. Therefore, the focus of the reform is on public policies, function of governments, structures, systems, rules and processes in the public sector.

3.3 INSTITUTIONAL ARRANGEMENTS

The Presidential Decree no 5/2000 of 28 March established an Inter-ministerial Commission for Civil Service Reform (CIRESP) which is based on Article 1 of the Decree and is accountable to the Council of Ministers.

Article 2 of the Decree states some of the objectives of the CIRESP which include the following:

- To prepare and propose broad policies for civil reform;
- To ensure the coordination, management as well as the implementation of the reform in order to facilitate the harmonization of diverse sectoral programs; and
- To promote and assure an integrated participation of all services including civil society in the modernization and professionalism of public administration.

The functions of the CIRESP therefore are:
   a) To recommend the 'Council of Ministers' policies and strategies for CSR;
   b) To define the directions and methodologies for the organization, management and implementation of the CSR;
   c) To guarantee the harmonization of policies in departmental reforms to contribute to a rationalized human resources, finances and equipment;
   d) To evaluate and monitor the progress of the CSR based on the stated objectives;

e) To simplify and develop a non-bureaucratic administration in order to improve the quality of service delivery to the community;

f) To promote smooth consultation with civil society, local communities, representatives of private sector and trade unions in order to analyze their view on the services provided by government;

g) To promote a smooth flow of information and coordination between different Ministries; and

h) To examine and decide on the kinds of assistance of external donors in the process of CSR based on the interests of the country, and the necessity to avoid unhealthy conditions that are imposed by external donors which brings about conflict and duplication.

The above functions clearly illustrate the complex issues that this agency must comply with. As the lead agency for reform, it is their duty to propose tangible policies and strategies for the smooth implementation of CSR in the country. This is not an easy task as even some members of this Council are not yet used to implementing policies of this nature as this is a new concept to the country. Hence, one of the difficulties that one may foresee in this Council is to make concrete policies and be able to evaluate it in an attempt to make corrections when things go astray. This could be justified by the fact that the study was able to find out that for instance, of the policies that the country adopts, few of them are evaluated and those that are evaluated are evaluated by the same people as it still lacks capable and qualified people to do an adequate job.

The President of the CIRESP must define and assist with the broad operation of the Inter-Ministerial Commission and lead the process of attaining its goals. As the President of the Commission, he has the obligation to summon, to be in charge of and lead the meetings of the Commission. He has the responsibility to lead the activities between external relations and the Commission. This means that the process of the goals of the Inter-Ministerial Commission depend largely on the President. As such, he should be able to advise when goals are not being accomplished and make suggestions where perhaps things got diverged and need resolution.

The Presidential Decree no 6/2000 of 4 April established the Technical Unit for Civil Service Reform (UTRESP) in order to regulate the establishment, composition, organization and performance of the CIRESP in an attempt to assist it in the carrying out of its duties. This is a permanent organ of the state which executes current programmes of the CSR which has as its goals to assist the performance of the CIRESP and ensure an integrated planning, coordination and follow-up of the programmes and projects of the reform. In its turn, the CIRESP approves the regulation of the carrying out of activities of the UTRESP. Thus, it is crucial that there be capacity-building in order to develop the human resources in this unit and in the public organization for the purpose of analyzing, planning, coordinating, monitoring and evaluating the reform projects.

The following are functions of the UTRESP:

- To study and identify challenges and problems that interfere with the development of a restructured administration;
- To recommend possible projects for innovation of quality public services;
- To guarantee the achievement of strategies and policies integrated in CSR and assure the integration of departmental programmes for reform;
- To technically assist CIRESP in CSR, e.g. prepare meetings;
- To technically assist departmental units in the management and implementation of CSR;
- To organize and ensure the operation of a Center for Information of CSR and guarantee its growth;
- To conduct evaluations and research on problems in the civil service and to recommend proposals to CIRESP on the possible solutions that could be implemented in the reform;
- To propose integrated measures for the promotion of professionalism and changes in attitude in the public servants; and
- To establish a system whereby there is consultation with civil society, foreign entities, and public-private partnerships on the specific matters of reform.

It is the duty of the UTRESP to prepare proposals for the regularization of the functioning of the public service that must be approved by CIRESP. Thus given the fact that UTRESP assists other management units with reform, and research studies and identifies the challenges and problems that can interfere with the reform, it is easier for them to know what needs to be changed, and to make proposals to CIRESP on the latest development with regards to CSR.

As we can see, the management of a reform programme not only in Mozambique but in any other society should be carefully designed and implemented by experienced people. Although this strategy may differ from other countries as far as CSR is concerned, this is adequate for Mozambique because of its local context. The following section is a demonstration of programmes concerning HRM priorities that the government considered in reforming its civil service. These programmes will look specifically at the three issues that were identified in the previous Chapter which are: training, remuneration/pay reform and performance management.

3.4 TRAINING AND CAPACITY BUILDING, PAY REFORM AND PERFORMANCE MANAGEMENT PERSPECTIVES IN MOZAMBIQUE

In order for the implementation of the three priorities of HRM to become a reality, the Government of Mozambique introduced a General Statute for Civil Servants (EGFE) as basic legislation for civil servants. This is one of the most important changes within the civil service as it provides for mechanisms to guide all the administrative procedures in the civil service throughout the country. It was followed by job descriptions, which brought about substantial changes within the everyday life of each public servant.

This legislation was introduced in 1995 and was revised in August 2001. The main objective of the EGFE is to acknowledge public servants and to create professionalism in the public service. Both public servants as well as public officials/administrators need to be able to comprehend and apply the judicial norms that regulate the administration and management of human resources in the public sector.

With the introduction of this statute, the government makes provision for mechanisms for training and capacity-building in the public sector; it makes provision for an adequate system of payment as well as performance management. However, the performance management component still lacks much attention compared to the first two functions as this concept is still new to the public officials.

3.4.1 Training perspective

Where training needs and capacity-building are concerned, there is a fundamental principle in all public organizations to have in each sector a training system and capacity-building programme for its personnel. All organizations have at their disposal a training system for employees. According to this all managers in each sector have the sole responsibility for the training and capacity-building of the staff, and to make provision for frequent training courses for all the staff. Training courses and institutions are being implemented in many departments and throughout the country. A special focus is being placed on training in public administration. Seminars and workshops are also being introduced now and then. These are especially for senior level officers, especially for those that are in the districts and other local provinces with no formal learning in public management. In order to ensure that efficient systems of capacity-building and training are put in place, the government introduced the Public Administration Training System (SIFAP).

An assessment of the training needs and professional improvement in the public sector comes to the fore as public servants need to become more capacitated, specialized and adequately qualified to render an efficient and effective service. Consequently, the objectives of SIFAP which falls under Decree no. 14/87 of May 2001 are to:

- Develop public servants knowledge, capacity, competence and their technical and also professional attitudes;
- Systematically upgrade the knowledge of technicians.

- Ensure that public managers or senior officials are kept updated with regards to the management of productivity of services that should be provided by government;
- Train skilled individuals for management positions; and to
- Upgrade the level of qualification in the public service.

Thus SIFAP plays an active part in the relations between the members of SIFAP, between the central coordination and the unities for the development of human resources.

Further still, the EGFE further announces all career schemes and denominations within the whole public service. In essence there is provision for training in the public service, career management, the rights of public servants, remuneration, disciplinary procedures etc.

3.4.2 Pay reform

As far as pay reform is concerned, each person is now paid according to the function they perform and the complexity of the work they perform. This follows the introduction of the merit principle in the new public service. Previously, public servants were paid not according to what they did in the job, or their performance, but according to the job category in which they were placed. The merit principle is now contributing to better job performance as many staff members and employees are aware that an increase in payment is dependent on job performance; and consequently strive to perform better.

3.4.3 Performance management

Although the Government of Mozambique sees this component as one of the most important ingredients for effective HRM in the country, it still lacks real implementation. This is one area which the government is now focusing on to improve its practice. Although in some public organizations the goal is to perform an evaluation of employees' performance, there is no real mechanism yet in place to evaluate the performance as this is a new development, and the government will have to address this issue urgently.

3.5   CONCLUSION

In this Chapter the Mozambican strategy pertaining to CSR that was in place as adopted by the Government of Mozambique was discussed. Based on this strategy, it is clear that the Government of Mozambique has a clear vision of what is required. It is therefore clear that the Mozambican Government is willing to address the issue of poverty and to upgrade the lives of the population as in other modern societies.

The current reality in Mozambique regarding HR training needs, capacity-building, pay reform as well as performance management illustrate that the government is thus committed to upgrading the standard of living of every citizen as provision is made to improve the image of the public sector and, at the same time, to ensure that public servants are satisfied in the workplace. However, the discussion in this Chapter also shows that many HRM issues are not adequately addressed. Thus the state is actualized with the latest development in HRM as it tries to incorporate certain aspects which are imperative for HRM. For example, the perspective on training is extremely important in the implementation of sound human resources management in the country as it needs to upgrade the level of skills of many that form part of it.

Likewise, the need to address the salary reform is of paramount importance as the salaries of all public servants are insufficient. The next Chapter is a case study of CSR and HRM with regard to training and capacity-building, pay reform and performance management in Mozambique, and will deal with these issues in greater detail.

CHAPTER 4

CASE STUDY OF HUMAN RESOURCES MANAGEMENT PRIORITIES AND CIVIL SERVICE REFORM IN MOZAMBIQUE

4.1 INTRODUCTION

This Chapter will provide case information regarding the selected HRM priorities in Mozambique. As can be seen from the previous Chapter, the priority issues are training needs and analysis; pay reform and conditions as well as performance management. It should be noted that when discussing pay reform priority, the study will also incorporate careers and remuneration aspects as the pay reform priority also makes provision for these aspects. One of the most fundamental issues to be discussed in this Chapter is the National System for Remuneration and Careers and the development of HR (promoting professionalism in the public service) as these justify the priorities of training and pay reform. The Chapter begins by giving a case study on the CSR in the country as a whole as I believe that this is imperative to understand the dynamics of the developments pertaining to HRM in the country.

4.1.1 Civil Service Reform case in Mozambique

Civil Service Reform in Mozambique started in 2001. This is a programme which ends in 2011. This reform comes into being as a way of consolidating and integrating the reforms which started since 1975 when the country became independent. There are many objectives for the reform in the country. Information obtained for the study indicated that the objectives of the CSR in Mozambique are:

(i)   To rationalize the structures and decentralize the proceedings in the public sector so as to improve and facilitate public service delivery to citizens: It is the goal of the government to develop a modern society with the capacity to respond to various wishes and dreams of not only the population in general, but to respond to the needs of the businessmen in the country. Public services

will be decentralized and public services will be provided by local public institutions.

(ii)   To improve the capacity of the government and the administration for the formulation and monitoring of policies: The goal of this objective is to improve the process of the formulation of the decisions and to monitor public policies. It is hoped that finally there will be adequate instruments for the evaluation of public policies as well as punctual revision of critiques arising from the evaluation of public policies.

(iii)   To improve the institutional capacity for the management of human resources at central and provincial level: The goal here is to continue to implement and simultaneously promote adjustments in the careers and remuneration system and to improve the management of human resources.

(iv)   To improve financial management and budgeting as well as the mechanisms for accountability in the public service: The goal is to ensure that there exists an accountability system in the public sector and that the elaboration and execution of the budget are coherent with the results as indicated by programmes and projects.

(v)   To improve the quality for systems of governance and smooth the strategic plan to combat corruption: Currently the government is creating conditions for the reduction of opportunities for corrupt practices in the public sector. This is being done for instance through simplification of proceedings of activities, an increase in the capacity of control at all levels, and it directly involves the public sector, private sector and civil society.

This reform is having a great impact in the public service. For instance, it is clear from an interview with a source at UTRESP that the reform brought about significant changes in the public sector as, since its implementation, there has been the rationalization of public

service, the formulation of the management of public policies, professionalism, and good governance as well as the development of a policy for public sector salaries.

Various other interviews showed that the most significant changes that this reform brought about are that the quality of human resources has changed since its implementation for the better. The mentality and attitude of the public servants is more positive now than before. For example, public servants are more courageous in speaking about things and denouncing corruption incidents than they were before.

From a number of interviews it was clear that people are now more conscious about the change that is taking place in government. They are aware of the change and are fighting towards achieving the objectives of the government such as upgrading the level of their skills so as to become more productive and contribute to a better future and service delivery for all.

4.1.2   Training and capacity-building

It is increasingly acknowledged that sound human resources practices, and the systematic investment in human resources development such as training, have long-term organizational and national economic benefits. Although most progressive organizations in the country such as the Department of Finance accept this relationship, strategic HR planning is severely undermined by the lack of reliable information. Training needs analysis is one of the priorities discussed and taken into account in this study, as I am of the opinion that most problems occurring in the public organizations of the country are a result of an absence of properly trained public servants.

The situation in Mozambique is such that public employees know that there is the term HRM, but do not understand the importance of it. As became apparent from an interview at the Department of Public State, the problem lies in the fact that public employees are not well educated and many things are a new concept to them. However, some of the interviewed people are of the opinion that it is not true that public employees do not understand the term or that they do not know the importance of HRM, but that they

pretend not to, because it is better for them as they do not have the confidence to explain the terms. Another reason is that they are afraid of change and others are comfortable with the position that they hold, meaning that they have no ambition to change their lives for better; or that they have already accepted the fact that nothing better will come to them even if they try to behave differently.

This has prompted the government to introduce a system of training for public servants such as the implementation of the General Statute for Civil Servants (EGFE) which makes provision for a system of training needs and capacity-building in public administration, promoting professionalism of the public servants and a National System of Careers and Remuneration (NSCR).

The technical training in public administration has the objective of preparing public administrators and technical administrators to obtain an adequate academic level in public management. The technical training in public administration is conducted in learning establishments and includes basic level as well as higher level training.

According to one officer of UTRESP, people may want to understand why these courses are being introduced to the public sector. The answer for this is that there has been a survey done, and it was concluded that the training courses that are being introduced to the public employees and organizations are the ones that are currently needed the most.

Other public organizations also introduced training sectors in their departments and are giving opportunities to their employees to further their education. This is also done by making them aware of the importance of education in life. In an interview with the Regional Director of the Department of Customs and Excise, it became clear that this department does in fact provide training and emphasizes further education to its employees. As a result over the last few years, this department has had an increase in the number of educated people compared to previously when most of the employees only had a basic education. It is worth noting that this department with 1600 employees has more than 35 employees with university degrees, and many of them are studying to obtain one.

Employees at lower levels such as servants have a grade 10 qualification which is really good for a country with many public employees who have not finished grade 7.

The basic level of education is characterized by professional training which lasts for three years and is conducted in public administration institutions. The objective of this learning is to graduate technicians with scientific knowledge in their respective professional area. In order to apply for this learning, staff members are obliged to have finished high school education in the national system or have done a qualification.

On the other hand, a high level of training in public administration/management ensures that there is training for high level technicians of public administration and other specialists in the diverse domain of public administration. From a number of interviews in different departments, it became clear that all are in fact concerned with furthering the education and capacitating public employees. For instance, there was also the introduction of long-distance training and education, especially for employees working in the districts and where education is rare i.e. where no institutions are available nearby and adequate capacity-building is almost non-existent.

It became clear that the main objective of the implementation of a public administration training system was to professionally develop and train public servants. Steps that were carried out for this implementation were:

- Curriculum revision for basic education;
- Conclusion of the curricular planning of Higher Professional Certificate in Public Administration (CPSAP);
- Definition of a model for higher training in public administration, definition of the curriculum, recruitment and training of lecturers, and establishment of experimental executives courses, in order to finally implement the Higher Institution of Public Administration –ISAP;
- Establishment of ISAP;

- Establishment and installation of various training institutes in Public Administration –IFAPA;

There is also a special Council which delegates training in public administration. The Council members of SIFAP are composed of the Minister of State Administration and other members as suggested by the Prime Minister of the state. Other representatives of this Council are the Ministers of Finance and Labour, a representative of the University of Eduardo Mondlane and the Minister of Education. It is important that this Council be represented by the University of Eduardo Mondlane as this can make a valuable contribution to the training with regard to the latest developments in the training concerned. Moreover, by working with a university, it is much easier for the Council to suggest to the representatives of the university what skills are essential in the job market and the themes that the university should perhaps incorporate in its syllabus.

Article 37 of the General Statute for Civil Servants (2001) states that "Each sector of a Ministry must have plans for short and long term training for their employees and a permanent training system for the development of these employees to perform their jobs effectively in their present or future posts". Many of the interviewees indicated that in fact every organization has a training sector for their employees, based on a short course as well as a long one. Each of these sectors provides job training for public employees that are in need.

Moreover, these sectors of the organizations are in constant contact with other institutions and arrange to provide modular courses and night classes to their employees. However, in order for it to become reality, there was the introduction of a new timetable for public servants i.e. from 7h30-15h30 to give them more time to prepare for classes or do other commitments. This new timetable now gives the opportunity for employees to continue their studies at night, to give lectures after work hours for those that are lecturers at universities and other institutions and it also helps other employees with their own business.

Furthermore, public organizations also provide further education learnerships to senior level employees mostly for post-graduate studies. The scholarships are mainly to England, Belgium, South Africa, Portugal, Australia and Brazil.

4.1.3 Pay reform and conditions

The preparation of a policy for pay reform and the pay strategy in the public sector involved a study which started in 2004. The study aimed at establishing a pay policy. One of the preliminary aspects to resolve here was to interlink the System of Public Servants Information (SIP) with pay data/information. This was seen as crucial as, according to some, it was imperative and necessary to bring ready and available information about the number of public servants in the public sector, and it also facilitated the management of pay data.

Based on the information received from interviews in the Ministry of Public State, it is believed that the salary policy will be an important instrument in the decentralization and restructuring of the Ministries, as apparently it will permit the public service to recruit and retain qualified staff for key positions and it will also create incentives to qualified employees for them to go and work in rural areas and districts.

The author also had the opportunity to participate in a recent debate in Mozambique which took place at Nyamunda College, September 2005 hosted by the Minister of Development and Planning of Mozambique, which was mainly designed for young and unemployed graduate students to participate in and in which certain Ministers also participated. The graduate students were invited to work in other districts where there is no development whatsoever. The majority of the students were not willing to go because the conditions are bad and the incentives given were not justifiable to the work that was required.

Furthermore, with regard to recruiting and retaining qualified staff, this reform is essential as most people with proper education do not seek jobs or rarely seek jobs in the public sector. By way of example, a recent graduate that studied at the University of Cape

Town refused a job in the Ministry of Health because of what he was being paid and preferred to go back to South Africa and work on campus at the University of Cape Town. This shows that the country is losing capable and qualified human resources that could make an enormous contribution to the public sector.

It also emerged from many interviews conducted for this study that the government believes that the pay policy will have a positive outcome as remuneration as well as performance aspects are connected, which increases professionalism and improves better working conditions of public servants. The Department of Customs and Excise is one demonstration of this case where you find high employee morale, better working conditions and greater performance compared to other public organizations where working conditions are not so attractive and good. However, it should be clear that the salary policy has not yet been approved although it was supposed to have been approved in 2004.

During the implementation of the pay reform policy, the government identified certain key sectors that would first benefit from this reform. At the moment, there are studies being undertaken to find ways to combine increments to some specific sectors.

Furthermore, the new system for careers and remuneration which is incorporated in the pay reform draft policy is a reform which came about as a result of extensive research in various Ministries and foresees professionalism in public administration and mechanisms for the control of technical and professional merits of employees. The objective is to modify the actual situation with the view to making the public service more competitive in order to attract and retain highly/well qualified employees.

In different interviews it could be noted that the remuneration for all public employees is constituted by salary and supplements. The salary is the base salary that an employee can get at the end of every month. The supplements are applicable in the following cases:
- Extraordinary performance in the job;
- Night hour's performance;

- Work that is done in risky environment;

- Health subsidy and medical assistance;

- Special bonus;

- Funeral subsidy;

- Management reward.

The special bonus for instance that is to be attributed to employees with medium and high level of skills is established based on the conditions of life and work in the territorial areas where those specific employees perform their job. This means that the bonus to be received will not be the same as that received by an employee that works in the capital city compared to employees working in rural areas, even if they perform the same job, as the living conditions differ immensely.

Other bonuses that employees receive are determined by the efficiency, productivity and the quality of work provided. As the National Director of Human Resources clearly stated, "If an individual thus performs very well, he/she is entitled to receive the special bonus" that is specified in the documents. The same statement is also underlined in the Manual de Procedimentos do Estatuto Geral dos Funcionários do Estado, (2002:143).

The new system for careers and remuneration reform is also imperative as this makes provision for all public employees to have the right to medical assistance not only for themselves but it also extends to their families (children and spouses). As was noted in a number of interviews, public employees are entitled to have funeral subsidies and health assistance which should be offered during the period in hospitals or clinic when the person is sick and hospitalized, and should include medicine and other treatment, but does not include spectacles. Children of public employees who are less than 6 years of age also have the right to free medication.

4.1.4   Performance management

 This component anticipates the execution of mechanisms for the evaluation of performance of key officials and others in the public sector. It is also a way of making public employees become more committed to their work and perform better so as to become more productive. The information that I have obtained from different interviews is that the government is concerned with the implementation of a performance management system in the public sector and top officials find it extremely important for public functioning.

It is the opinion of many that this is a new concept to the public service in the country, and that it is seen as a difficult initiative as even top officials need to be capacitated to perform this function.

One of the public organizations with an updated performance management system that is functional is the Central Bank of Mozambique. I believe that despite the fact that it has many different policies compared to other public organizations, it does not necessarily make it unsuitable to be considered a public institution. This organization performs evaluations of employees every six months. However, since its implementation, many challenges are occurring, and due to this fact the organization contracts human resources specialists from Portugal to come and capacitate local employees to do the job more properly. It is the opinion of many of those interviewed that this is a controversial area to deal with, and many managers need to be capacitated to deal with this.

Based on the interviews it should be noted that, although gleaned from a number of interviews in different departments and from having been exposed to some public organizations during fieldwork and from talking with public employees themselves regarding performance management issues, performance management is a high priority that the government is looking at the moment. However, no real plans have been developed in many organizations as to how this component can be taken forward and put into practice effectively.

Many public managers believe that there has to be a change in the mentality and attitude of public employees. They need to be open to welcome new challenges and developments. They believe that a bureaucratic system could also be the reason for failures in the management of effective human resources in the country.

4.2 CONCLUSION

This Chapter discussed the most important components of HRM priorities that the government of Mozambique prioritized in its reform together with CSR itself. Although the government prioritized many components of HRM, the Chapter focused on three functions of HRM that were shown above namely: training and capacity-building; pay reform; and performance management. In this Chapter, it was shown that the Government of Mozambique did in fact prioritize HRM elements as other countries also did which shows that it is in tune with latest development with regard to CSR.

It is clear from this Chapter that regarding training in the country, all public organizations introduced a training unit in their organization for their employees to receive training, and there is also capacity-building in public administration. The other aspect is that public employees in the districts are furthering their education through distance learning that the government introduced.

One of the most important aspects that the Chapter mentioned is the attribution of special bonuses to public employees which only came about recently as a result of the pay reform strategy in the country. This is a positive change as public employees will strive to perform better in future and it will motivate them and eventually make them to choose remain in public sector.

Moreover, this is a positive change as this introduces performance management which facilitates the whole process as far as recognizing employees are concerned. However, what concerns the priority of performance management in the country is that there should

be clear mechanisms for the evaluation of employees and therefore, this component is still far from reaching the goal as set by government.

The case of CSR in the country is that the government intends to fulfil certain objectives by 2011, namely professionalism and the combating of corruption in the public sector. We have seen that the objectives set by government do not differ from many African countries, as most of them emphasise decentralization for a better transition.

Although the strategy for CSR is well organized, the strategy for HRM is not well known. It is clear that certain obstacles may hamper the management of the reform if there is not enough leadership commitment at the top. The following Chapter will address the specific findings that emanated from the study.

CHAPTER 5

FINDINGS OF THE STUDY

5.1   INTRODUCTION

This Chapter provides a summary and discussion of the main findings that emanated from the study. These findings relate to the selected human resources management elements regarding civil service reform that the study focused on.

It is worth noting though, that in applying the literature review and theory that was discussed in Chapter 2 with the priorities given that were described in the case of the human resources management regarding civil service reform, there is evidence that the Government of Mozambique is in tune with the latest developments of the function of human resources as the processes are quite similar compared with other countries that also incorporated human resources management into the reform of their civil service. For example, the issues and goals of the priorities of HR as the study discussed in the case are borne out in the theory.

Based on the priorities defined for CSR and human resources management and the activities that were realized, it could be concluded that the reform and the management of human resources in the country is moving in the right direction as we could see positive changes taking place. However, there are many discrepancies in the development of this reform as the strategies and programmes that were implemented by the government face some obstacles that need to be addressed. These specific issues are addressed in the findings below.

5.2   FINDINGS ON CIVIL SERVICE REFORM

Concerning civil service reform, the strategy that is in place and the objectives set by government can be regarded as a milestone and if this is achieved, the country will be a

better place for all. The objectives for the reform are in tune with what is normally done in other countries undergoing the same process, and it is also in tune with the latest developments. The objectives and goals are in place and are being implemented step by step.

The decentralisation aspect and the monitoring of public policies that the reform tries to address in the process, is an excellent beginning and a very important one as many democratic and more developed economies are decentralised and emphasize the monitoring aspect. Without an adequate monitoring system, programmes and projects may fail. Some of the downfalls of the reform are:

1) The public sector does not have at their disposal enough qualified public servants to attend to the day-to-day tasks. For instance, more than 80 per cent of the public servants have only high school education or are less qualified, and less than 4 per cent have university degrees. More than 85 per cent of these people are based in the capital, Maputo. This shows that only 15 per cent of highly qualified personnel are in other provinces which is extremely bad as development must take place in the whole country and not only in Maputo.

2) There are difficulties in recruiting and retaining highly qualified people to work in the public sector. The government has limited budgetary resources available to pay all civil servants and, hence, it cannot compete with other kinds of institutions. As a result, most private institutions and Non-Governmental Organizations end up hiring more adequate and highly qualified personnel that would otherwise be employed by the government. This represents an obstacle to civil service reform as one of the objectives of the reform is to recruit well qualified and skilled people for real change and development to occur in the civil service.

3) The systems and mechanisms that have been put in place for the training and management of human resources are new and for this reason they do not yet

respond to the stated objectives. For example, according to some facts that the study discovered, it was found that many senior officials that are responsible for implementing changes or new developments, are not well qualified. For example, more than 52 per cent of managers in the public sector at different levels do not possess the formal training that is required for their functions. As a result, many of them need to undergo training, but are resisting such change.

4) Resistance to change therefore is another obstacle that the reform faces, as public servants believe that if they do implement some changes in the public sector, some of them will end up losing their jobs as very few of them are well qualified for the positions they fill. Additionally, there is verification of resistance to change because some of the public servants are afraid of the unknown and the consequences of having to face the new change. They are afraid of the result that will come if they do implement some changes, or if they comply with what needs to be complied with.

5) An extremely dangerous challenge that the study found is that of scarcity of funds for civil service reform. More than 90 per cent of the reform is being financed by donors. This is bad as donors always expect the government to do as they say and do not take into consideration what the government regards as a priority for the country at this time. The donors put harsh conditions on the government, and since the government depends on them for finance, it is what they want that is mostly done and not what the government thinks is best for the country. For example, the Government of Mozambique may think that it needs to finance certain programmes in the country first, such as education, but if the donors think that the health sector's needs are more important, then that will be funded. This is not a good way of doing things as it is imperative that careful design and a selective conditionality mechanism for stimulating initial action by African governments is implemented.

6) A shortcoming that the study found has to do with the lack of capacity for organizations to plan, monitor and coordinate the activities of the reform process in the provincial sector. In Nampula and Zambezia Provinces, there are no mechanisms for an effective monitoring of the implementation of reforms and human resources management.

7) At the moment, it is easy to note the considerable difficulty that most sectors are experiencing in presenting a logical plan for reform activities. This results in inadequate planning for the reform activities and ends up having a negative impact on its implementation. Hence, there is a necessity to capacitate the organizations responsible for the management of change in the Ministries and provincial government in order for them to be able to plan better and to coordinate the reform activities.

8) There is no mechanism to evaluate the impact of the reform although this is one of the biggest priorities of the government. This can have a negative impact on the success of the reform as it will not be possible to find out what weak points exist. Such results could be used for analysis and modification of future plans to ensure better implementation in the following years. Moreover, there is also poor capacity to formulate and implement public policies as well as a policy for the development and management of human resources. In addition, regarding the management of finance, there is poor capacity to plan and to programme the budget. There is a lack of mechanisms to guarantee transparency and accountability in the public service.

5.3 FINDINGS ON TRAINING AND CAPACITY-BUILDING

Concerning training and capacity-building aspects, the actions taken by the government are very important. The curriculum revision for basic education, for instance, was one of the important steps as the previous curriculum was very old and unsuitable for what is required in a modern society. For instance, we still use legislation that was used in the

colonial era (31 years back), and which, is no longer used even in Portugal. According to research conducted, the accounting system used in the country is not suitable given present needs or technology. Consequently, by changing the basic education curriculum, things will be much better in future in the country.

The higher training in Public Administration and the recruitment of lecturers is also beneficial to the country as careful note should be taken of who are being trained and what skills are needed in the workplace. Otherwise, lots of efforts and money will be lost in training people when that specific training is not, after all, necessary as initially thought. However, it is imperative to recognise some obstacles pertaining to the management of this function. As the study could verify:

1) There are difficulties regarding training and capacity-building of public servants. These are different in various Ministries and public sector organizations around the country. By way of example, where training and capacity-building in the Ministry of Defence is concerned, there is not enough office equipment such as computers, telephones, Internet, fax, to guarantee that various sites of training can function well. The resources available do not ensure the realization of training courses and seminars for employees in public administration.

2) There are also difficulties regarding capacity-building especially in the Ministry of Technology. In this regard, there are no financial resources for certain actions that must be taken to capacitate the employees in this Ministry. As a result, not all employees that do need to be capacitated and further their education are upgrading their skills or enrolling at local or external universities.

3) Another obstacle to address training lies in the fact that there are not enough capable human resources to guarantee that there exist various training for different tasks to take place. The Ministry of Health is an example of this.

4) The objective of implementing a Public Administration training system is also facing shortcomings as the state does not have funds available for the functioning of various institutions that were established for training. For example, in the Province of Sofala, there are no funds for the payment of many lecturers that were recruited at the same time that many students were enrolling. There are no funds for the construction of classrooms and lecture halls, no funds to build accommodation for the learners that come from far away or to build offices for the lecturers. In addition, there are delays in sending out all materials that are needed for the courses and no equipment for the functioning of normal training such as computers and photocopy machines exists.

5) Where capacity-building and training for employees is concerned, in many organizations, there is incapacity on the part of the management to solve various requests of scholarships for staff members with the desire to further their education and academic knowledge.

5.4   FINDINGS ON PAY REFORM

The fact that the government has developed a draft policy of changing its salary system to a better one is a good aspect and is also linked to the core principles of the HR function as well as guiding principles of CSR. The supplements that are being attributed by public organizations to the employees such as special bonus and bonus for extraordinary work is a milestone on the part of the government as many public employees need to be recognised and given other types of incentives in order to retain them and prevent them from seeking other better jobs.

The supplements are also important as it increases employee morale and many strive to perform better and also, it diminishes job absenteeism. However, the downside of this priority of HR is that:

1) The salary that public servants receive is not sufficient for adequate living. Many employees are not happy with their salaries. One respondent was quite unhappy with the procedures that are being taken with regard to an increase in payment, as he believes that only low level employees are benefiting from it and not senior officials as their basic salary remains the same.

The salaries in the public sector is so bad that one senior official with a Masters Degree earns only 20 million Meticals (equivalent to R5000 per month). As a result, many of them have to do other activities such as lecturing at universities after working hours to better their lives and do part-time jobs in other organizations if they are lucky.

2) The financial difficulties faced by government also extend to other components of the reform such as where the attribution of bonus and improvement of salary is concerned. There are obstacles in responding to the objective of awarding bonuses to public servants with excellent performance and bonus as a form of health subsidy and medical assistance. In reality, this does not happen in most cases. As one respondent of the study stated, "The General Statute for Civil Servants states that all public employees are entitled to medical subsidy. However, when they do go to hospitals for treatment, they are obliged to pay all accounts although 1,5 per cent of their salary is deducted every month for medical assistance".

3) The government stated that public employees will be promoted at an appropriate time based on merit. However, there are many people waiting to be promoted although this should have happened a long time ago. This shows that the plans are not adequately made, and that there needs to be a coherent plan for human resources management in the public sector.

5.5   FINDINGS ON PERFORMANCE MANAGEMENT

1) As could be noted in the previous Chapter, the Government of Mozambique aims to implement a performance management system in the public sector. However, it

only makes provision for performance management for senior officials. There is no performance management for lower-level employees. How is it possible then to identify weak points in their performance with the view to delivering successfully the services to citizens if lower-level officials still do the jobs as previously, and do not know where and how they can become better let alone the reasons why they need to change the manner in which they do their jobs? Moreover, in most cases public servants are not accountable for wrong-doings as there is no performance management in their organizations. If there is, it is not taken seriously.

2) It is the belief of many interviewed that there is no real mechanism for the evaluation of performance of employees, no job description available and the level of human resources management is not responsible enough.

3) Most public employees go to work but there is no job to do in most cases. Consequently, even though there is a possibility that there is going to be the implementation of performance management in all sectors of the public, this will be difficult as many officials have no work to do or perhaps the work is being too concentrated and only few people end up doing the job.

4) Lastly, and most importantly, there is a belief that there is no commitment from the top and there is lack of real leadership at the top for real changes to occur. This is the major cause of many obstacles that were identified above, and that the reform of civil service and human resources management is not taken seriously in the country. Therefore, if successful reform is to take place in the country, I suggest that a set of recommendations be taken into consideration. These recommendations are provided in the next Chapter.

5.6 CONCLUSION

This Chapter outlined and discussed the most important findings of the study. These findings relate to both the human resources functioning in the country and civil service reform. For this reason, it is important to take them into consideration as they constitute the starting point for renovation of the whole process of changing to improve the economy of the country.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1   CONCLUSIONS

The challenges that were identified in this thesis demonstrate clearly that civil service reform and the function of human resources management is a difficult and multi-faceted field where a rational and comprehensive approach is necessary. It is essential to plan beforehand and to be realistic about what can be accomplished within existing frameworks. In this regard, it could be agreed with the statement that in the public sector, strategic management as well as all encompassing and overarching management competencies or functions, embrace all the other management competencies or functions such as public policy, project, operations and resource management. In other words, all of them constitute a continuum or value chain, and that effective overall governance and management in the public sector requires an integrated approach, if 'value for money' or 'public value' and enhanced service delivery with the view to increasing the economy in the country is to be achieved" Mac Master (2004:26).

It is of the utmost importance that civil service reform and human resources management aspects be executed simultaneously. The implementation against the background of the stated objectives, strategies and programmes should be efficiently monitored and mechanisms should be put in place to oversee that these initiatives are put in place.

The thesis concludes that the human resources management priorities in relation to civil service reform has, on the basis of outcomes-based objectives that were discussed, met its objectives partially. The HR priorities still face difficulties where operational issues are concerned because of restricted funding. In a nutshell:

- The human resources management should be approached within the ambit of broader civil service reform initiatives;

- HRM forms a critical component of civil service reform;

- HRM requires a comprehensive approach and should include HRD and HR planning;

- Within HR, the study has shown that training and capacity-building, performance management and pay reform are critical elements; therefore

- Training and capacity-building should be planned according to the progression of key employees through companies, in which case it is important to reconcile organizational needs with individual career development;

- The performance management process should facilitate the discovery of strengths and weaknesses of employees' and also institute the interventions necessary to deal with employees future training needs;

- Pay reform should be such that it ensures the attraction and retention of people.

If effective and efficient results are to be achieved, the following recommendations need to be implemented.

6.2   RECOMMENDATIONS

6.2.1   Civil Service Reform

- It is recommended that there has to be a real commitment and sound management of civil service reform and human resources processes as well as the desire on the part of the people at the top to want to change the current system to a better one in the future. There has to be leadership, and senior officials need to demonstrate by example to those at the bottom that they are also serious. This is essential for functional analysis and the restructuring of the Ministries especially where the aspect of human resources is concerned.

- It is imperative to rethink the criteria for the selection of change agents that are responsible for the management of civil service reform in the country. This could perhaps be done by selecting responsible officials with characteristics such as good   communication   skills,   professionalism,   creativity,   respectability,

productivity and with good academic skills to be capable of understanding and implementing change adequately.

- Senior officials that are responsible for the management of the reform process need to be more capacitated perhaps in other areas such as planning, budget management and control as well as monitoring and evaluation.

- It is recommended that there is an urgent need to install a valid and efficient system for monitoring and evaluation in all Ministries and provincial sectors for the effective coordination and performance management of the objectives.

- As many problems arising in the reform process are linked to the limited financial capacity of the government that has to comply with the requirements of the external donors, it is recommended that the government sets a goal to increase the funds to finance its own reform. In the long run, it will be financing at least a quarter of the reform. It is not good to depend for almost more than 90 % of the funds on external donors to finance civil service reform. This could be done by producing more than the country is producing at the moment, by reducing corruption, by trying to get financial help locally and not abroad and also, perhaps, by not seeking financial help immediately before trying to find other solutions for the problems.

6.2.2   Training and capacity-building
- It is recommended that crucial reliable and tangible plans exist for all Ministries and in all levels of government where training and capacity-building is concerned. It is recommended that thorough training needs assessment be coordinated before the implementation of training programme as this will ensure that the objectives set will be met. This could be done by assessing what skills and competencies are required by employees. Moreover, it is also essential to be able to plan ahead for training and to consider alternatives that ensure adequate training delivery.

- There are limited funds available for the activities for the training in different provinces such as Zambezia and Sofala, and no budget allocation for the training in these provinces. This shows that the reform programme was not adequately planned and that the objectives were not set realistically. Although it may seem that the problem lies with inadequate funding, a major problem also exists with poor management. For this reason, in cases where a Ministry or a specific province suffers from a lack of funds, the employees in those specific departments could be offered training in another sector or Ministry where the capacity exists. Instead of training, for instance, 10 employees from the Ministry of Finance, it would be more rational to train 5 employees at this Ministry plus other 5 from other Ministries or provinces where it faces difficulties. However, a proper assessment needs to be conducted before trying to take this plan forward.

6.2.3   Pay reform

- It is recommended that a salary policy be put in place as a matter of priority. It was found that government is not taking seriously this matter as this policy has been developed but has not yet been approved.

- Leaders need to be realistic about what they can realistically offer employees and whether promises can actually be fulfilled. It is also recommended that a need exists to review the management of these funds.

6.2.4   Performance management

- It is recommended that the Mozambican Government develops a comprehensive performance management system. Part of the performance management is to develop accurate job descriptions and to be clear about what is expected from them. It is essential to make all employees aware about the implementation of performance management and the importance of performance assessment in the long run. It was found that a better system and mechanism for the evaluation of performance management in the public sector needs to be put in place as a matter of priority.

- It was also found that there is too much centralization and secrecy in the Mozambican public sector as far as information is concerned. It looks like some managers do not trust their employees to do the job correctly and that the system is still too centralized and bureaucratic. It is recommended that managers show some trust in their employees so that employees may strive to do better in future. Such an approach will ensure that employees are more appreciated in the workplace.

6.3 AREAS FOR FUTURE RESEARCH

This study investigated the effectiveness of civil service reform and human resources management priorities in Mozambique. The study discussed the priority issues in this respect and we have seen that although much has been done to achieve excellent results and a smooth transition, the country still faces huge obstacles such as the scarcity of resources to finance its own reform and programmes. It is therefore essential to consider areas for future research. It is recommended that it will be beneficial for Mozambique to pursue research in the following areas:

- Strategic performance management in the public sector;
- Training techniques and effective capacity-building in the workplace;
- Sustainability of civil service reform;
- Linkages between performance management and productivity in the workplace;
- Human resources development in Mozambique;
- The improvement of public sector sustainability;
- Ways to improve future reforms from within the country itself;
- Benefits of a monitoring and evaluation system in civil service reform;
- Planning and decision-making process in the public domain;
- Strategic planning for pay reform in the public sector Mozambique.

6.4   CONCLUDING REMARKS

Due to the past history of disruptive colonial regulation and post-independence civil war, it might be appealing to consider Mozambique and the evolution of its structures as a special case. However, the challenges which relate to the reform of its civil service and the implementation of a human resources management system in the public sector are quite similar to those in most African countries.

Firstly, improving incentives in the public sector should not be conceived as an isolated exercise since it also incorporates economic reform. Based on this fact, current efforts at decentralising government functions in Mozambique is important and also evident in some African countries such as Tanzania and Uganda. Therefore, it is imperative to improve public sector efficiency through civil service reforms and to stabilise macroeconomic conditions.

Secondly, it is imperative to remember that a lot of the progress that was made in the civil service reform in Mozambique has been due to the support of the donor community, as also happens in many other African countries. However, as I have explained, this has also meant that donors have tended to influence the agenda at the expense of the countries involved. As a result, the question of ownership of the development agenda needs to be addressed, as I believe that it is only when policies are internalised, and the reform thrust is from within, that improvement in the public sector become sustainable.

Lastly, I believe that my findings relate to African countries in a more general sense as most of them depend on external donors for reforms. Therefore, by engaging in far-reaching reforms without enough own resources, governments, may risk subordinating the government's political agenda to that of the donor community. However, realistically, I do not think that Mozambique will reach financial independence in the near future, mainly because of its history of civil war. It is imperative to continue to make efforts to capacitate employees in the public sector in general as it can ensure that future reforms

and the strategic management and better human resources management will be driven from within.

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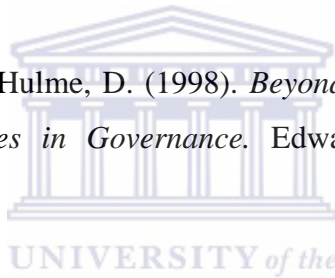
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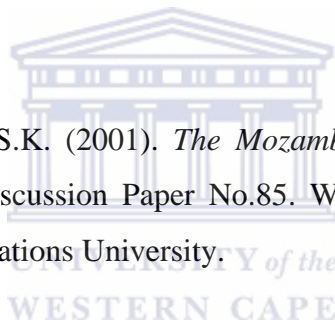
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