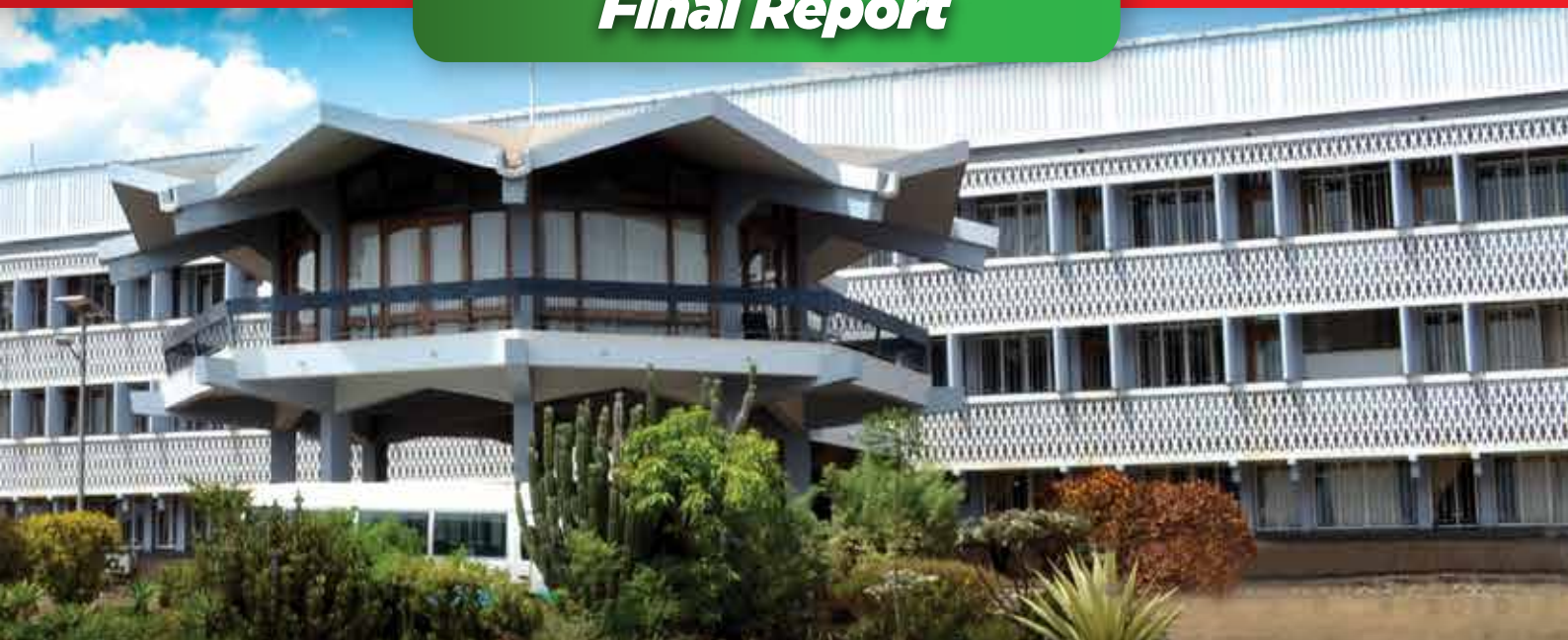


# PUBLIC SERVICE REFORMS COMMISSION

*Making Malawi Work*

***Final Report***





*His Excellency the State President Professor Arthur Peter Mutharika*

# **PUBLIC SERVICE REFORMS COMMISSION**

*Making Malawi Work*

**FINAL REPORT**

## TABLE OF CONTENTS

Acknowledgements	iii		
The Chairperson and the Commissioners	v		
Profiles of Commissioners	vii		
Secretariat	ix		
Preface	xi		
Abbreviations and Acronyms	xiv		
Executive Summary	xvi		
<b>INTRODUCTION</b>	<b>1</b>		
1.1 The Terms of Reference	1		
1.2 Rationale for Reforms	2		
<b>WORK OF THE COMMISSION</b>	<b>5</b>		
2.1 Purpose	5		
2.2 Objective	5		
2.3 Functions	5		
2.4 Phases of the work of the Commission	5		
<b>VIEWS FROM STAKEHOLDERS</b>	<b>9</b>		
3.1 Views from meetings with stakeholders	9		
3.2 Summary of Key Emerging Issues from Meetings and Submissions	21		
3.3 Submissions from the General Public	22		
3.4 Summary of the views from stakeholders	22		
3.5 Thematic Areas from the stakeholder submissions	23		
<b>QUICK WINS</b>	<b>25</b>		
4.1 The restructuring of the Office of the President and Cabinet (OPC)	25		
4.2 Ensuring that Public Servants concentrate on their core duties	25		
4.3 Creation of a One-Stop-Centre for investment at Malawi Investment and Trade Centre (MITC)	25		
4.4 Amendment of Official Working Hours	25		
4.5 Streamlining the Management of Statutory Corporations	26		
4.6 Decentralisation of Passports Printing Services to Mzuzu and Lilongwe by the Immigration Department	26		
4.7 Introduction of One-Stop Citizen Service Delivery Centres	26		
4.8 Placement of Reform Advocates/Agents in Ministries	26		
4.9 Improving signage and outlook in Government offices, starting with Capital Hill	26		
<b>LESSONS FROM OTHER COUNTRIES</b>	<b>29</b>		
<b>VIEWS FROM TECHNICAL EXPERTS</b>	<b>33</b>		
6.1 The United Nations Development programme (UNDP)	33		
6.2 The United States Agency for International Development (USAID)	33		
6.3 The World Bank	34		
<b>REFLECTIONS, RECOMMENDATIONS AND CONCLUSIONS</b>	<b>39</b>		
7.1 Reflections: Reform pillars and reform enablers	39		
7.2 Recommendations	40		
<b>WAY FORWARD AND CONCLUSION</b>	<b>53</b>		
8.1 Way forward	53		
8.1.1 Action Matrix	54		
8.1.2 Conclusion	60		
<b>ANNEX 1: ORGANISATION PERFORMANCE CONTRACT</b>	<b>1</b>		
<b>ANNEX 2: LIST OF STAKEHOLDERS CONSULTED</b>			

## ACKNOWLEDGEMENTS

We would like to express our gratitude to the State President, His Excellency Professor Arthur Peter Mutharika for entrusting us with the task of charting the national direction in Public Service reforms. There are many qualified Malawians he could have appointed to carry out this important task.

We would also like to extend our appreciation to development partners who provided direct support to the Commission. In particular, we would like to thank UNDP for providing logistical support throughout the six months and on the benchmarking study tour to Kenya, Singapore and the United Kingdom. We also thank the Irish Aid for their financial support towards the logistics during stakeholder consultations.

We would also like to thank the stakeholders who came to the meetings or sent written submissions and the input from technical experts who were availed through the World Bank, UNDP and USAID.

Last but not least, we would like to express our special gratitude to the Secretariat for their invaluable support. Their dedication and professionalism made our work progress smoothly.



## THE CHAIRPERSON AND THE COMMISSIONERS



Front row (From left to right):  
Commissioner Seodi White, Right  
Honourable Saulos Klaus Chilima,  
Commissioner Evelyn Mwapasa.

Back row (From left to right):  
Commissioner Rev. Howard Matiya  
Nkhoma, Commissioner Krishna  
Savjani OBE SC, Commissioner  
Thomson F. Mpinganjira, Commissioner  
Bright Mangulama, Commissioner  
Professor Peter Gola Mwanza.

*‘Reforming the public service  
is not a matter of multiple  
choice. It must be done and will  
be done’*

**Right Honourable Saulos K. Chilima**

*“This train has left the station.  
It is not going back. It will  
only stop on the way to drop  
unwilling passengers and pick  
up new passengers on our reform  
journey.”*

**Commissioner Thom Mpinganjira**



## COMMISSIONERS PROFILES



**Commissioner Professor Peter Mwanza**

Commissioner Professor Peter Mwanza holds a Bachelor of Science (B. Sc Hons) in Biological Sciences, from University of London; Master of Science (M.Sc.) in Microbiology, Ohio State University; Doctor of Philosophy (Ph.D.) in Microbiology: Viruses, Ohio State University; Certificate in Environmental Management, United Nations Environmental Programme and Certificate in Project Management, United Nations Economic Commission for Africa.



**Commissioner Evelyn Mwapasa**

Commissioner Evelyn Mwapasa is the Chief Executive Officer (CEO) of the Institute of Chartered Accountants in Malawi (ICAM). She is a Chartered Accountant (Malawi), C.A. (M). She holds a Master in Business Administration (MBA) from the University of Ulster of the United Kingdom and a Bachelor of Accountancy (BACC) from the Polytechnic, University of Malawi



**Commissioner Reverend Howard Matiya Nkhoma**

Commissioner Reverend Howard Matiya Nkhoma is the Principal of the University of Livingstonia at Ekwendeni Campus. He is an ordained Minister in the Church of Central Africa Presbyterian-Synod of Livingstonia in Malawi. He holds a Diploma in Theology from the Zomba Theological College; Master of Philosophy degree in Ecumenics from the University of Dublin in and a Masters of Theology degree from the University of Edinburgh.



**Commissioner Seodi White**

Commissioner Seodi White holds a Bachelor of Laws Degree from the University of Botswana and a Master's Degree in Gender and Development from the University of Sussex, Institute of Development Studies (IDS). She is an International Development, Law and Gender Consultant and runs her own Consulting firm: MaxiChange 360 Degrees Consult. She is also the Chairperson of the Malawi UN Women Civil Society Advisory Group (CSAG), and she also sits on the Global Advisory Team of Plan International on the State of the World's Girls Report.



**Commissioner Thomson F. Mpinganjira**

Commissioner Thomson Mpinganjira is the Chief Executive Officer, FDH Financial Holdings. He holds a Diploma in Business Studies and a Bachelor of Commerce (Accountancy) from University of Malawi. He is a Fellow of the Association of Chartered Certified Accountants (FCCA) and is a Certified Public Accountant (CPA) (MW).



**Commissioner Bright Mangulama**

Commissioner Bright Mangulama holds a Diploma in Public Administration from the University of Malawi, and a Diploma in General Management from the Institute of Public Service, University of Connecticut. He is a full member of the Chartered Institute of Purchasing and Supply (CIPS) of the UK.



**Commissioner Krishna Savjani OBE SC**

Commissioner Krishna Savjani is a Barrister-at-Law (England) and Senior Counsel (Malawi). He was awarded the Order of the British Empire. He is the Honorary British Consul and Honorary Legal Adviser to the British High Commission. He is the Chairman of Southend Schools and a member of the four person Advisory Committee on the appointment of Senior Counsel.

## SECRETARIAT



**Mr. Blessings G. Chilabade,**

Principal Secretary  
(Public Sector Reforms)  
MSc (Human Resource Development)  
Bachelor of Social Science



**Mrs. Dean Stella Gausi,**

Director (Public Sector Reforms)  
MSc (Public Sector Management) ;  
Bachelor of Social Science.



**Ms. Jennifer Mjuweni,**

Deputy Director (Reforms)  
MA (International Development Management);  
Bachelor of Business Administration.



**Mr. Chikumbutso Gremu,**

Systems Analyst/Programmer  
MSc (Computer Science)  
MSc (Leadership and Change Management)



**Mr. Luckie Sikwese,**

Secretary to the Vice President  
MSc. (Development and Policy Management);  
Bachelor of Social Science.



**Mr. Peter Monosire Muthete,**

Deputy Director (Reforms)  
MA (Public Administration);  
BA (Human Resource Management);  
Dip (Education).



**Mr. Herbert Chingati,**

Principal Reforms Officer  
MA (International Politics and Security Studies);  
Dip (Development Economics);  
BA (Public Administration).

His Excellency the State President  
Professor Arthur Peter Mutharika  
Kamuzu Palace  
Lilongwe

Your Excellency,

We submit herewith the Final Report of the Public Service Reform Commission

Yours faithfully,

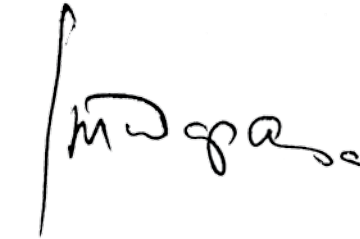
  
The Right Honourable Saulos Klaus Chilima  
Vice President of the Republic of Malawi  
Chairman



Professor Peter Mwanza  
Vice Chairman



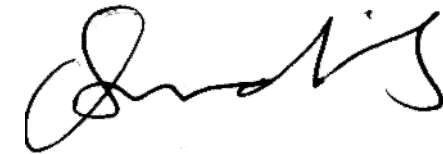
Thomson F Mpinganjira  
Commissioner



Evelyn Mwapasa  
Commissioner



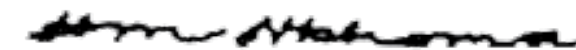
Krishna Savjani OBE SC  
Commissioner



Seodi V R White  
Commissioner



Bright S M Mangulama  
Commissioner



Rev Howard Matiyankhoma  
Commissioner



## PREFACE

I would like to start by expressing my profound gratitude to His Excellency **Professor Arthur Peter Mutharika**, President of the Republic of Malawi for the confidence he had in me and my fellow Commissioners: Professor Peter Mwanza, Mr. Thomson Mpinganjira, Mr. Bright Mangulama, Ms. Seodi White, Ms. Evelyn Mwapasa, Rev. Howard Matiya Nkhoma, and Mr. Krishna Savjani OBE SC to undertake this exercise whose activities are exposed in the report we will be unveiling. We laud the President for such wisdom and audacity. I further wish to salute my fellow Commissioners for their passion, devotion and selflessness on this odyssey. These ladies and gentlemen were members of the Public Service Reforms Commission.

The compulsion for reforms in the Public Service cannot be overemphasised. Attempts to reform have been made but the fervour to implement is what has been lacking. It was evident from the consultations which the Reforms Commission undertook that there were two key messages that dominated most of the discussions: that reforms must be pursued and implemented and that previous reforms failed due to lack of political will among other factors. There is consensus that the reforms are good and that they must be done and executed well. This reform document is therefore founded on the Shared Will that the country must implement serious reforms in order to catalyse development and that there must be political will as a bedrock to invigorate such a drive.

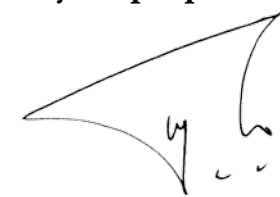
This reforms document is a culmination of literature review, public hearings/roundtable discussions and bench marking study tours. To the extent practically possible, the Public Service Reform Commission consulted various groups that included: the Civil Service, the Private Sector, Civil Society Organizations, Religious Organizations, Political Parties, Development Partners, the Judiciary led by the Chief Justice, Trade Unions, The Speaker of Parliament and the General Public. Various methods of data collection were used including the submission of preferred reform opportunities through email. The overall message from all groups is that we all desire to build a prosperous Malawi, a Malawi that we all must be proud of and a Malawi with a professional, efficient and effective Public Service: **A Public Service that will be enviable to others and the Pride of Malawi.**

What is pleasing is that the widely blamed challenge of lack of political will that has undermined previous reforms is no longer a constraint and indeed there is now an abundance of political will. The evidence for this is enormous and few examples are worth mentioning; His Excellency the President, Professor Arthur Peter Mutharika approved all of the quick wins proposed by Commissioners, including those that touched on his Presidential Powers and the latitude of influence of the Office of the President and Cabinet. This unprecedented gesture not only accentuates the importance the President places on reforms but also reveals His Excellency's personal commitment to the whole agenda and that the President will "Walk-the-Talk".

While the reforms document is a success at process level, the next stage is critical if we are to make a difference and live a different Malawi. I therefore would like to invite all the people of Malawi to rise and take this as everyone's challenge. We should all rally together in order to ensure successful implementation of the reforms. There is only one way to go: FORWARD.



Most importantly, it must be everyone's wish to be associated with the good legacy we are living by playing their rightful role. The public service, media, private sector, civil society organizations, and all citizens must embrace the shared vision for Malawi to move forward. Spread the good news of the reforms. It is our country and there will be no other Malawians except us and our children and grandchildren. **A better Malawi is possible. A better Malawi is by the people of Malawi.**



**Saulos Klaus Chilima**  
Vice President of the Republic of Malawi  
*Chairperson of Public Service Reform Commission*

## ABBREVIATIONS AND ACRONYMS

<b>ASCYUDA</b>	-	Automated System for Custom Data	<b>ODPP</b>	-	Office of the Director of Public Procurement
<b>CONGOMA</b>	-	Council for Non-Governmental Organisations in Malawi	<b>OECD</b>	-	Organisation for Economic Cooperation and Development
<b>CSO</b>	-	Civil Society Organisation	<b>OPA</b>	-	Organisational Performance Agreement
<b>DHRMD</b>	-	Department of Human Resource Management and Development	<b>OPC</b>	-	Office of the President and Cabinet
<b>DP</b>	-	Development Partner	<b>PAC</b>	-	Public Affairs Committee
<b>ECM</b>	-	Episcopal Conference of Malawi	<b>PED</b>	-	Performance Enforcement Unit
<b>FBO</b>	-	Faith-Based Organisations	<b>PFEM</b>	-	Public Finance and Economic Management
<b>GCU</b>	-	Government Contracting Unit	<b>PS</b>	-	Principal Secretary
<b>GoM</b>	-	Government of Malawi	<b>PSR</b>	-	Public Service Reforms
<b>GWAN</b>	-	Government Wide Area Network	<b>SDI</b>	-	Staff Development Institute
<b>HIV/AIDS</b>	-	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome	<b>UNDP</b>	-	United Nations Development Programme
<b>HR</b>	-	Human Resource	<b>USAID</b>	-	United States Agency for International Development
<b>HRM</b>	-	Human Resource Management			
<b>HRMIS</b>	-	Human Resource Management Information System			
<b>ICT</b>	-	Information and Communication Technology			
<b>IFMIS</b>	-	Integrated Financial Management Information System			
<b>MALTIS</b>	-	Malawi Transport Information System			
<b>MAM</b>	-	Muslim Association of Malawi			
<b>MCC</b>	-	Malawi Council of Churches			
<b>MCCCI</b>	-	Malawi Confederation of Chambers of Commerce and Industry			
<b>MCP</b>	-	Malawi Congress Party			
<b>MDA</b>	-	Ministry, Department, Agency			
<b>MDI</b>	-	Management Development Institute			
<b>MGDS</b>	-	Malawi Growth and Development Strategy			
<b>MIM</b>	-	Malawi Institute of Management			
<b>MITC</b>	-	Malawi Investment and Trade Centre			
<b>MP</b>	-	Member of Parliament			
<b>MPSR</b>	-	Malawi Public Service Regulations			
<b>NAMISA</b>	-	Media Institute of Southern Africa (National Chapter)			

## EXECUTIVE SUMMARY

The President of the Republic of Malawi, His Excellency Professor Arthur Peter Mutharika established the Public Service Reform Commission (herein referred to as the Commission) on 23 June 2014. The mandate of the Commission is to provide strategic leadership in the implementation of Public Service Reforms, which would result in the provision of dynamic and high quality services to the public at all times.

To underscore the importance and urgency of reforming the public service, His Excellency Professor Arthur Peter Mutharika gave the Commission six months to develop its recommendations for the reforms. To show his commitment to the Public Service Reforms, the President assigned the Chairmanship of the Commission to the Vice President of the Republic of Malawi, the Right Honourable Saulos Klaus Chilima.

The other members of the Commission included:

- Professor Peter Mwanza, Commissioner
- Mr. Thomson F. Mpinganjira, Commissioner
- Ms. Evelyn Mwapasa, Commissioner
- Reverend Howard Matiya Nkhoma, Commissioner
- Ms. Seodi V R White, Commissioner
- Mr. Bright S M Mangulama, Commissioner
- Mr. Krishna Savjani OBE SC, Commissioner
- 

The work was carried out in three phases as follows:

The first phase was the Learning and Data Collection phase. During this time the Commission reviewed the available documentation in order to appreciate the challenges being faced in the Malawi Public Service, conducted Stakeholder Consultations/Engagement as well hold round table discussions to obtain inputs from different stakeholders and through a press release requested inputs from the general public. The Chairperson of the Commission also held consultative meetings with MDAs, and representatives of multilateral and bilateral Missions in order to identify quick win reforms and to consider the roles that each of these organizations can play in the PSR process.

Further, the Commission conducted benchmarking tours to Kenya, Singapore and the United Kingdom in order to learn best practices that may be applied to effectively improve public service delivery in Malawi. In the second phase, the Commission analysed and synthesized the findings from the stakeholder consultative meetings, input from the general public, and lessons learnt from the benchmarking tours.

Finally in phase 3, the Commission considered input obtained during the first phase to come up with recommendations. Preliminary recommendations were presented to the State President, His Excellency Professor Arthur Peter Mutharika, who approved them to be released to the general public. The Commission made a press release of the recommendations on 18 December 2014. Stakeholders were invited to meetings that were held from 19 - 23 January 2015 to validate the recommendations.

## Recommendations

Having examined the relevant literature, consulted stakeholders, and conducted a study tour the Commission made the following recommendations:

### 1. Depoliticizing the public service

**The Commission noted among other things the following:**

- Since 1994 (the Public Service Act of 1994), the power to appoint senior officers in the public service, of positions above Under Secretary is vested in the President and that there has been no provision for a due process of competitive interviews. As a result, selection, appointments and promotions have mostly been based or seen as based on connections to one's superiors or politicians rather than merit.
- There has been a notable lack of security of tenure in some prominent public offices such as the Governor of the Reserve Bank of Malawi, the Chief Secretary to Government, the Director General of the Malawi Broadcasting Corporation, the Inspector General of Police, the Commander of the Malawi Defense Force, the Director General of the Anti-Corruption Bureau, and the Commissioner General of the Malawi Revenue Authority, as each new administration has tended to change the officers in these positions irrespective of the relevant Terms and Conditions of Service.

**The Commission therefore made the following recommendations:**

- I. The appointment of public officers above the post of Grade F should be on a fair, competitive, transparent, and merit-based selection process which responsibilities should be conferred on the Public Service Commission. The President's powers of appointing should be limited to the approval of the results of the selection process from Public Service Commission. The relevant legislation and regulations should be amended accordingly.
- II. The Office of the President and Cabinet (OPC) should constantly orient Ministers and Principal Secretaries about their roles and responsibilities to avoid conflicts and to bring about a conducive working relationship.
- III. A preliminary recommendation to link the tenure of some prominent offices to the tenure of the President has not been adopted because the majority of the stakeholders felt that the recommendation would entrench politicization rather than eliminating it. However, this issue must be dealt with resolutely in order to entrench a lasting solution. There is a need to continue exploring options as to how the tenure of service in prominent public offices can be secured.



## 2. Entrenching ethics, integrity and discipline

**The Commission noted among other things that** a culture of blatantly ignoring public service rules and regulations has developed and taken root. Unfortunately, some senior officers have also been deliberately ignoring the misconducts by not meting out sanctions as provided for in these rules and regulations. As a result, this culture of indiscipline is entrenched in the public service.

**The Commission therefore recommended among other things that** senior officers be empowered to enforce the rules and regulations of the public service in their MDAs. Consequently, the Public Service Commission should devolve disciplinary powers to the MDAs while maintaining the role of standardizing the systems throughout the service and oversight of the implementation process. In this regard, the relevant legislation and regulations should be amended accordingly.

## 3. Systematic development of human resource (HR)

**The Commission noted *inter alia* that** in all the countries that are performing well, there are properly organised, focused and resourced Schools of Government.

**Consequently the Commission recommended *inter alia* the following:**

- I. A Malawi School of Government should be established to facilitate the fast tracking of the development of identified key competencies, to ensure professionalism and to inculcate a culture of continuous learning across the public service; and act as an explicit instrument to build a strong public service capable of driving public service reforms.
- II. The Malawi Institute of Management (MIM) and Staff Development Institute (SDI) should constitute this entity. The School should also have campuses in Zomba and Mzuzu and that it should be mandatory that all MDAs spend at least 70% of the total training budget on training provided by the Malawi School of Government and such training should be mandatory.

## 4. Harmonizing Human Resource Management Systems

The Commission noted that there are inconsistencies in the selection, recruitment and placement of human resources in the various Service Commissions. For instance, in some Commissions the entry level for first degree holders was at Grade I, others at Grade H and others at Grade G. In some Commissions applicants have been recruited without interviews. Furthermore, in some Commissions promotions have been based on qualifications and competencies and subject to interviews while in another Commission promotions have only been based on the length of service.

**The Commission therefore made the following recommendations**

- I. All Service Commissions should be coordinated under one strategic body, the Public Service Commission.
- II. In line with the modern management culture of greater devolution, the umbrella Public Service Commission should retain powers to set policies, oversight and co-ordination while the other day to day operations should remain with the respective Commissions.
- III. Relevant legislation, rules and regulations should be amended accordingly.

## 5. Harmonizing Remuneration and Conditions of Service

**The Commission noted *inter alia* that** the remuneration packages of civil servants are too low as compared to the realities of the economy today. This situation has forced civil servants to resort to other means, sometimes unethical, to earn extra income in order to make ends meet. This situation contributes to the culture of allowances. This means that public officers spend a lot of time chasing conferences, trainings, workshops, meetings sometimes which are not in their area of function simply to earn some form of allowance.

**The Commission thus, recommended the following:-**

- I. Starting with the 2014/2015 budget, efforts should be made to begin addressing the anomalies in the remuneration of civil servants.
- II. The enactment of the Public Service Remuneration Bill should be followed up as part of the overall package of PSRs.

## 6. Rightsizing the Civil service

**The Commission noted further the following:**

- The number of Government Ministries was recently reduced to twenty (20).
- The reduction has created redundancies of Principal Secretaries, Directors and other support staff in a number of Ministries

**The Commission hereafter, made the following recommendations:**

- I. The rightsizing in the number of Principal Secretaries (PSs) by fifty-six (56) from the current ninety-six (96) to forty (40) by deleting irrelevant portfolios, deploying some PSs and exiting those that may not be required within the system. This should be done through a transparent and consultative process in order to ensure fairness and credibility. The Commissioner further recommended that a decent one-off exit package should be offered. Further, an examination of the entire Civil Service to determine the total structure and delete all irrelevant positions in order to develop a lean and vibrant organisation.
- II. A freeze on external recruitment in order to allow for re-deployment in the first phase in order to ensure best fit within the system.

## 7. Effective Implementation of a Performance Management System

The Commission also noted that there is laxity in the delivery of public services due to the absence of a robust results-oriented performance management system linked to agreed individual work plans that are closely aligned to organisational performance targets derived from the National Development Plan.

### The Commission therefore made the following recommendations:

- I. The development of individual performance contracts between specific reporting levels, based on agreed targets as per Annual Action Plans
- II. The review, implementation and effective enforcement of an Organisational Performance Assessment (OPA) framework, including the development of organisational performance contracts between the President and Cabinet Ministers, and between Cabinet Ministers and the relevant Principal Secretary. This approach and practice will then be cascaded throughout each respective ministry
- III. The merging of the Department of Human Resource Management and Development (DHRMD) and the Performance Enforcement Department (PED) in order to centralise and easily coordinate the assessment of individual officers as well as of Ministries, Departments and Agencies;
- IV. The Public Sector Reforms Management Unit to assume the role of monitoring and coordinating the tasks undertaken, in an effort to accelerate the effective delivery of public services and to ensure continuity.

## 8. Making the funding and payment systems effective

### The Commission noted the following:

- The Ministry of Finance, Economic Planning and Development often delays funding to most MDAs, with funding often lower than the approved budgets.
- The Accountant General has often been slow in processing payments for MDAs and requires constant follow ups for cheques to be paid.

The Commission therefore recommended that the Ministry of Finance, Economic Planning and Development requires immediate reforms in order to establish efficient and effective funding and payments systems.

## 9. Ensuring focused utilization of the country's precious resources

The Commission noted that although the annual budget is supposed to be the main tool to implement Malawi's national development aspirations, one of the major impediments to success has been the absence of a disciplined effort to link the budget and actual funding to the projects in the national plans.

### The Commission recommended among other things that

- I. There should be utilization of the budget as a critical tool to facilitate accelerated achievement of the goals in the Vision 2020 and the MGDS II. To achieve that there is need to:
- II. Rationalize the development budget through prioritizing projects which take into account issues that will accelerate development.

## 10. Decentralizing service delivery for efficiency and effectiveness

### The Commission noted further the following:

- Centralized service delivery has been one of the contributing factors to poor service delivery.
- The World over, decentralization is one of the modes through which service delivery is being enhanced.

### The Commission hereafter, recommended the following:

- I. The Ministry of Local Government and Rural Development should be one of the pioneer/pilot ministries for reforms and that it should facilitate full devolution of service delivery to some districts on a pilot basis within the financial years 2014/2015 and 2015/2016.
- II. The Ministry of Education, Science and Technology should decentralize the payment of teachers' salaries which has remained a problematic area.
- III. The Department of Immigration in the Ministry of Home Affairs and Internal Security, should decentralize the printing of passports, which has been a challenge.

## 11. Embracing Information Technology as a means of improving efficiencies and modernization

The Commission noted that MDAs were behind in the utilisation of information technology as a tool to improve service delivery both internally and externally.

### In order to deal with the above issues, the Commission made the following recommendations:

- I. The Department of E- Government, in the Ministry of Information, Tourism and Culture should be one of the pioneer MDAs in pursuing reforms that facilitate accelerated absorption of IT within the public service, as a vital tool for efficient service delivery in today's technologically driven world.
- II. The National Registration Bureau in the Ministry of Home Affairs and Internal Security should prioritise the project to introduce National Identity Cards as one of the pioneer reform areas to be dealt with in the financial years 2014/2015 and 2015/2016.

## 12. Focusing on initiatives which can drive economic transformation and set a solid foundation for the future development of the country.

### The Commission noted the following:

- It is particularly important to have a national development plan to guide development initiatives among all stakeholders;
- National plans provide a development framework and serve as a single reference document for all stakeholders; and that vision 2020 has been implemented using medium term strategies such as the Malawi Poverty Reduction Strategy (MPRS), Malawi Growth and Development Strategy I (MGDS I), and currently the Malawi Growth and Development Strategy II (MGDS II).

### Consequently the Commission made the following recommendations:

- I. The Vision 2020, being a long term development plan derived after very wide consultations, should be re-energised and provide a basis for national development plans until a successor plan is put in place.
- II. A Council is established to develop a long term development plan to succeed Vision 2020. The plan should be developed through country wide consultations.
- III. The New National Vision should be legislated to make it legally binding, and avoid the tendency by MDAs to deviate from the country's plans and strategies. This will ensure that the country's transformative agenda stays on course and stands the test of time including any change of government.
- IV. The following Ministry/sectors should be some of the pioneers in initiating reforms, due to their key roles in economic transformation and in creating the foundations for sustainable development:
  - a. The Ministry of Education, Science and Technology - Quality education is an essential for creating foundations for sustainable development.
  - b. The Ministry of Health - Quality Health is vital to support people engaged in economic transformation and also an essential for creating a foundation of sustainable development.
  - c. The Ministry of Transport and Public Works - Infrastructure is an essential for economic transformation. Besides, there are clear efficiency improvements required in the Road Traffic Department.
  - d. The Ministry of Natural Resources, Energy and Mining- Energy is a key facilitator of economic activities and the extractive industry has high potential to transform the country's economic prospects.
  - e. The establishment of National Identity Cards can significantly facilitate the economic transformation agenda. Therefore this project should also be pursued as priority and pioneering reform.

## 13. Enhancing Public Financial Management

The Commission noted the following:

- The Cash-gate Scandal (revelation of massive theft of public resources in September 2013), which had knocked down the confidence of the public and of development partners in government's public financial management systems and capacity. The resources which were lost in the process could have been utilized for worthwhile developmental purposes.
- The consequent need to institute systems through which public resources can be safeguarded and the confidence of the public and development partners can be regained.

### In order to deal with the above issues, the Commission made the following recommendations:

- I. The reporting mechanism for the Auditor General should be enhanced so that Parliament receives the reports of the Auditor General directly. In this regard, the appropriate laws and regulations should be amended.
- II. Cash-gate cases should be followed up thoroughly, prosecuted effectively and those responsible should be brought to account through courts of law
- III. The Anti-Corruption Bureau should be strengthened.
- IV. The Ministry of Finance as a pioneer Ministry in pursuing PSR should deal with the following in this regard
- V. Place internal auditors in all MDAs to enable real time detection of infringement of public financial management rules and regulations.
- VI. Problems in IFMIS should be corrected or appropriate accounting systems should be procured to strengthen transactions recording and security.

## 14. Putting in place the enabling legal framework to facilitate Public Service Reforms:

The Commission noted that there is a need to close gaps in existing legislation in order to facilitate the PSR agenda.

### Accordingly the Commission recommended the enactment, amendment of some laws or Bills such as:

- Public Service Act (Amendment)
- Public Service Remuneration Board Bill
- Public Finance Management (Amendment) Bill
- National Local Government Finance Committee Bill
- University of Malawi Bill
- Land Bill
- Mines and Minerals (Amendment) Bill
- Communications Bill



## 15. Ensuring successful implementation of the reforms

### The Commission noted the following:

- Based on the experience of other countries, championship of the reforms at the highest level is critical for success; and that one of the reasons why previous reform efforts in the country had not been so successful was said to be lack of political will.
- Besides the President, consistent and unified messaging on reforms by all in the current administration would be essential for the reforms to gather real momentum and start making impact.
- Success symbols of the process as well as on the ground demonstrating tangible improvements in public service delivery to people will also help in wider acceptance of the need for and benefits of reform by the community.
- In the long run, continuous and sustained action will be needed to deliver real differences on the ground. There is therefore a need to commit to stay on the course in the long run.

### In order to deal with the above issues, the Commission made the following recommendations:

- I. His Excellency the President should be the sole sponsor of reforms at national level
- II. His Excellency the President should re-launch the Public Service Reform Programme in order to raise its profile and visibility and to have the whole nation rally behind the reform and transformation agenda
- III. On launching the program, that the President signs performance contracts with Ministers of the pioneering MDAs and publically declares the reform targets being pursued by the MDAs emphasizing success symbols on the ground.
- IV. A permanent Public Service Reform Commission be created to ensure that the reforms are being monitored and evaluated and that there is continued momentum in the medium to long term.

# INTRODUCTION

An effective state depends on a public sector that is effective and capable of spearheading socio-economic development to reduce poverty. For this reason, governments undertake Public Service Reforms with the aim of modernising the public services in order to eliminate organizational rigidities that undermine public service efficiency. In addition, reforms are undertaken so that the public sector can respond effectively to the needs of the private sector. The private sector is considered as the engine for economic growth, wealth creation, poverty reduction and a better quality of life for the citizenry.

The Government of Malawi has been implementing Public Service reforms since the dawn of independence in 1964. These reforms yielded varying results. Some of the reforms failed because of a lack of political will, shared vision, clear strategic direction, ownership of the reform process and capacity to implement the reforms. In this regard, the President of the Republic of Malawi, His Excellency Professor Arthur Peter Mutharika established the Public Service Reform Commission (herein referred to as the Commission) on 23 June 2014. The mandate of the Commission is to provide strategic leadership in the implementation of Public Service Reforms, which would result in the provision of dynamic and high quality services to the public at all times.

To underscore the importance and urgency of reforming the public service, His Excellency Professor Arthur Peter Mutharika gave the Commission six months to develop its recommendations for the reforms. To show his commitment to the Public Service Reforms, the President assigned the Chairmanship of the Commission to the Vice President of the Republic of Malawi, the Right Honourable Saulos Klaus Chilima.

The other members of the Commission included:

- Professor Peter Mwanza, *Commissioner*
- Mr. Thomson F. Mpinganjira, *Commissioner*
- Ms. Evelyn Mwapasa, *Commissioner*
- Reverend Howard Matiya Nkhoma, *Commissioner*
- Ms. Seodi V R White, *Commissioner*
- Mr. Bright S M Mangulama, *Commissioner*
- Mr. Krishna Savjani OBE SC, *Commissioner*

## 1.1 The Terms of Reference

The Commission was given the following as the terms of reference:

- To chart the national direction and establish national priorities in Public Service reforms that will ensure successful change towards a dynamic, efficient and effective Public Service;
- To analyse and synthesise the information regarding the reform process in Malawi in order to understand the issues and make appropriate reform recommendations;

- To carry out consultations with various stakeholders in order to obtain harmonised ideas, views and inputs on reforms for the improvement of public service delivery;
- To conduct benchmarking tours to countries with good and successful practices in the implementation of Public Service reforms and recommend the application of such practices in the context of Malawi, taking into account the living realities of the Malawian Public Service and Malawi's strategic policy documents;
- To decide and direct the implementation of quick-win reforms that can be fast-tracked and implemented immediately; and to recommend appropriate action for other short, medium and long term reforms;
- To facilitate the putting in place of a system that would ensure the dynamic activation of the reforms, their sustainability and continuation in the Public Service;
- To establish partnerships with development partners in order to provide, in particular, financial assistance for the sustenance of ongoing Public Service reform initiatives as well as those recommended by the Commission;
- To create Public awareness and understanding of Public Service reforms among various stakeholders;
- To develop an effective and efficient monitoring and evaluation system, as well as a robust enforcement mechanism for the successful implementation of Public Service reform programmes;
- To compile and submit monthly reports on the outcomes of the activities carried out by the Commission and its recommendations to His Excellency the President;
- To compile and submit an end-of-term report with recommendations to His Excellency the President.

## 1.2 Rationale for Reforms

An efficient and effective public sector is key to sustainable development because it provides a strong and enabling capacity and foundation to achieve national development goals. The Malawi Public Service has persistently experienced poor and declining performance in the delivery of services as well as in the management of public agencies, a deterioration of work ethics, indiscipline and absenteeism, and a proliferation of fraud and corruption. As a result the citizenry has lost trust and confidence in the Public Service and Government. It is therefore expected that the effective implementation of Public Sector Reforms will enable the Government to:

- Position the public service to meet high customer expectations
- Change the work culture of the public service
- Enhance ethics and integrity in the public service
- Focus on the achievement of expected outcomes
- Take advantage of technological advancements
- Address issues of transparency and accountability
- Ensure prudent management of public resources
- Improve revenue collection
- Have a leaner, affordable and productive public service
- Attract and retain a competent workforce Restore confidence in public policy and economic management.

This report is structured as follows:

**Chapter 1** addressed the need for public service reforms

**Chapter 2** discusses the work of the Commission. This includes the purpose, objectives, and functions of the Commission, and phases of its work.

**Chapter 3** reports on the inputs received from stakeholders.

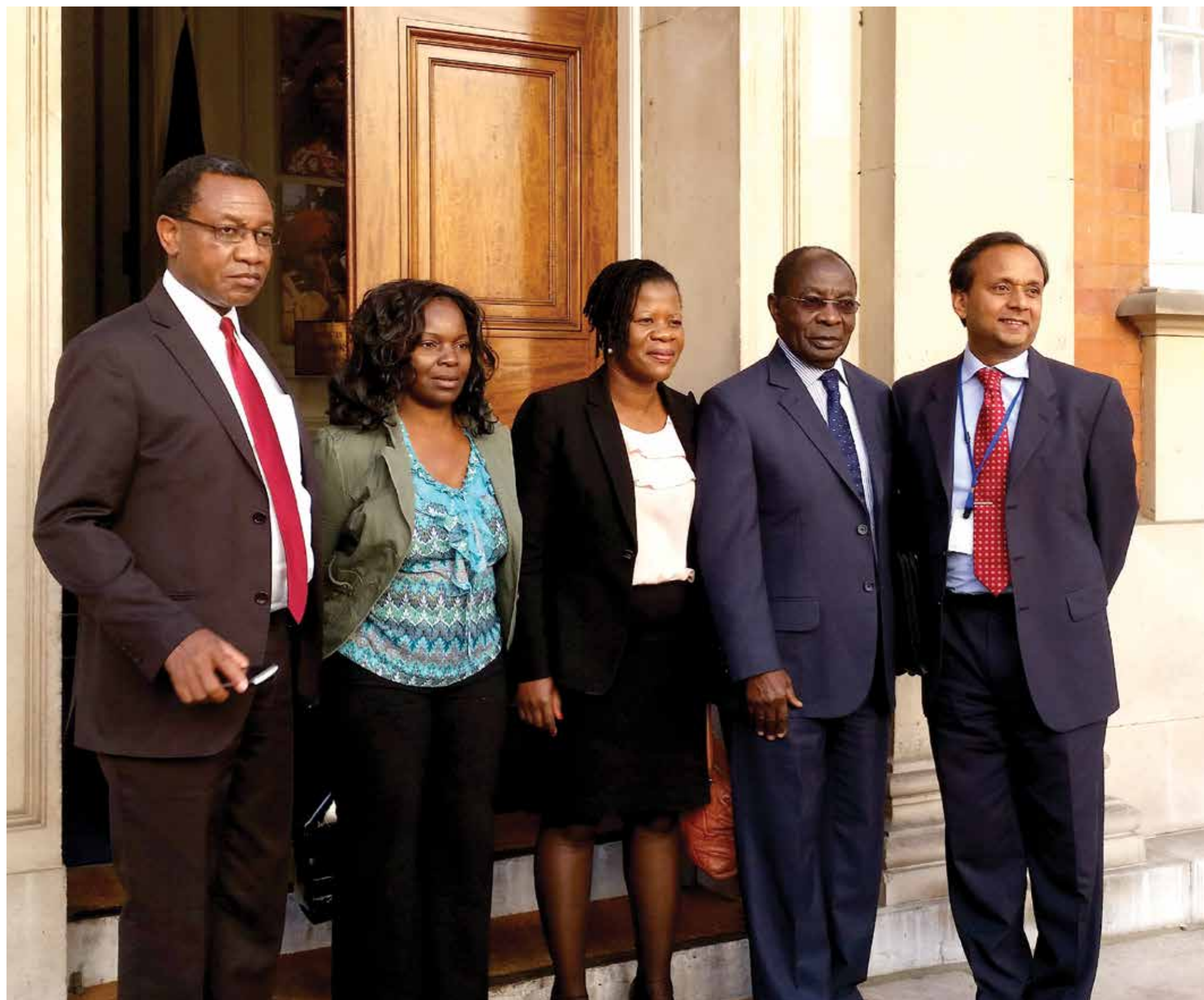
**Chapter 4** reports on the lessons learnt from a study tour to Kenya, Singapore and the United Kingdom.

**Chapter 5** reports on the inputs provided by from various development partners and technical experts.

**Chapter 6** discusses the Commissioners' reflections, recommendations and conclusions.

**Chapter 7** sets out some future considerations.

**Chapter 8** Discusses the Way Forward, including the process of launching the reform agenda.



Part of the team members of the Commission, Secretariat and Technical Experts



# WORK OF THE COMMISSION

## 2.1 Purpose

The Purpose of the Commission was to provide strategic leadership in the implementation of Public Service Reforms (PSRs).

## 2.2 Objective

The objective of the Commission was to identify and recommend ways and means of improving the efficiency and effectiveness of the public service in order to raise the quality of the public services delivered to the public.

## 2.3 Functions

The main function of the Commission was to chart the national direction and establish national priorities in PSRs that would ensure successful change towards a modern, efficient and effective public service.

## 2.4 Phases of the work of the Commission

The Commission was given six months to undertake their assignment and submit a report on its recommendations to reform the public service. The work was carried out in three phases which are discussed in the following sub-sections.

### *(I) Phase 1: Learning and Data Collection*

In this phase, the Commission reviewed the available documentation in order to appreciate the challenges being faced in the Malawi Public Service and to find possible ways of addressing them; consulted stakeholders; and conducted a benchmarking study tour to countries with known successful PSRs.

### *(I) Literature Review*

The Commission reviewed documents containing past and current reform initiatives in Malawi and best practices and success stories from other countries which have successfully implemented PSRs.

### *(II) Stakeholder Consultations/Engagement*

The Commission held round table discussions to obtain inputs from different stakeholders and through a press release requested inputs from the general public. These were aimed at receiving possible solutions and strategies to improve public service delivery. The stakeholders that were consulted included:

- The Speaker of Parliament, Honourable Richard Msowoya, MP
- The Judiciary, led by Her Lordship, Justice Anastasia Msosa
- Leader of the Opposition in Parliament, Hon Dr. Lazarus Chakwera, MP, MCP
- Government Ministries, Departments and Agencies (MDAs)
- The Private Sector (led by MCCCCI)
- Civil Society Organisations,
- Religious Organisations (PAC Chairperson, Rev Dr. F. Chingota)
- All political parties represented in Parliament
- All Presidential Candidates during the May 2014 Presidential elections
- Trade Unions
- Development Partners

The Chairperson of the Commission held consultative meetings with MDAs, and representatives of multilateral and bilateral Missions in order to identify quick win reforms and to consider the roles that each of these organizations can play in the PSR process.

### *(III) Benchmarking Tours*

The Commission conducted benchmarking tours to Kenya, Singapore and the United Kingdom in order to learn best practices that may be applied to effectively improve public service delivery in Malawi.

### *II. Phase 2: Analysis and Synthesis of stakeholder input*

In this phase, the Commission analysed and synthesized the findings from the stakeholder consultative meetings, input from the general public, and lessons learnt from the benchmarking tours.

### *III. Phase 3: Making Recommendations*

The Commission considered input obtained during the first phase to come up with recommendations. Preliminary recommendations were presented to the State President, His Excellency Professor Arthur Peter Mutharika, who approved them to be released to the general public. The Commission made a press release of the recommendations on 18 December 2014. Stakeholders were invited to meetings that were held from 19 - 23 January 2015 to validate the recommendations.





Part of the audience during the stakeholder consultation meetings



# VIEWS FROM STAKEHOLDERS

## 3.1 Views from meetings with stakeholders

The Commission held consultative meetings with a wide range of stakeholders in addition to calling for input from the general public through a press release.

### I. Office of the President and Cabinet

- Establish a clear agenda for the reform process (a balance between the political and technical agenda);
- Need to come up with reforms that focus on benefits for citizens;
- Restructure the pension system for benefit of all, at the same time mobilise funding (approximately MK412 billion to migrate to Contributory pension system within the next 5 years);
- Devise ways of using retired public servants in the public service;
- Ensure continuity in reform initiatives by basing all national development programmes and political party manifestos on the ultimate national goal i.e. the Vision 2020;
- Review the overall structure of the public service to have a lean and efficient and performing government system. The structure of Government should be at the core of reforms;
- Review the pay structure so that Civil servants are paid better;
- Address attitude and seriousness of Public Servants;
- Implement a public contracts system between the President and Minister, and Minister with Principal Secretary (PS);
- Strengthen monitoring and evaluation of performance at organisational and individual level;
- In addressing areas for reform look at the cause- effect relationship.

### II. Civil Society Organisations

- Develop a clear long-term national agenda through a consultative country-wide process;
- Move away from donor dependence;
- Depoliticise the civil service in order to ensure security of tenure of public officers;
- Need for an independent body responsible for recruitment and criteria for appointments to be standardized;
- Need to go back to basics. Utilise government training institutions such as Staff Development Institute, Mpemba to conduct tailor-made training programmes that are fit for purpose and help to provide a Civil Service that is accountable and passionate;
- The reform process should be effective with a clear vision and action plan to be supported by appropriate skills and should be communicated clearly;

- Prioritise activities in the fiscal budget according to the priorities highlighted in the MGDS on a periodic basis;
- Conduct a job evaluation exercise for the public service and ensure that the right people based on qualifications and expertise are placed in the right jobs;
- Reinforce a sense of accountability and rule of law;
- OPC should assert its core mandate of oversight of the public service;
- Harmonise number of PSs with that of Ministries;
- Promote integrity;
- Utilise civil society organisations in ministries to implement other non-core business while Government should take up the oversight role;
- Train people in the right professions;
- Train only the required number of professionals e.g. Medical Doctors, Architects;
- Review conditions of service and harmonise the wage policy throughout the public service;
- Institute legal reforms that will prohibit cabinet ministers doubling as members of parliament;
- Deal with current challenges related to corruption and fraud i.e. Cashgate;
- Ensure that MDAs should concentrate of core mandates (e.g. Ministry of Education, Science and Technology should not be building schools);
- Establish clear links between MDAs;
- Establish internal project management units within ministries;
- Operationalise Customer Service Charters.

### III. Private Sector

- Review remuneration in the Public Service;
- Put in place Performance Management systems;
- Ensure proper deployment of staff;
- Implement Service Charters;
- Encourage attitude and mind-set change;
- Establish a Risk Management Department within the government.

### IV. Department of Human Resource Management and Development

- Define the role of PSs;
- Conduct Job Evaluation;
- Finance Malawi Institute of Management (MIM) and Staff Development Institute (SDI) to conduct tailor-made training programmes for the Public Servants;
- Implement a robust Integrated Financial Management and Information System (IFMIS);
- Improve the way leadership is identified in the public service by applying merit to choose those who have passion and commitment;
- Strengthen the role of OPC to enable it manage the Public Service.



## V. Trade Unions

- Need for deliberate approach to re-instill work ethics;
- Improve remuneration and conditions of service;
- Remove salary disparities by harmonising salaries;
- Apply austerity measures uniformly,
- Revive systems so that they become functional;
- Apply merit when hiring people;
- Remove political interference
- Development Partners Align the Public Sector Reforms to the Public Financial and Economic Management (PFEM)
- Public Service Modernisation Programme should be given priority;
- Government should own the reforms in order to ensure sustainability;
- Government should come up with clear strategies to mobilise resources;
- Reforms should incorporate lessons learnt from previous reforms;
- Emphasize capacity development;
- Institute a Monitoring and Evaluation system and a robust enforcement mechanism;
- Ensure that OPC provides a leadership role;
- Promote innovation, dynamism and continuity in the Public Service
- Improve systems, processes and ICT in the public Service;
- Establish national priorities.
- Articulate a set of principles to guide reforms (political commitment, participation, benchmarking from other countries);
- Identify quick-wins e.g. wage bill management, improved service delivery, depoliticise the public service;
- Ensure public servants are results-oriented;
- Need to involve citizens;
- Improve capacity building of both individuals and the institutions as part of reforms;
- Remove the culture of allowances;
- Encourage mind-set change;
- Contracts should be cascaded to other levels;
- Review compensation package in line with job grading and qualifications of individuals;
- Reduce fleet, travel, fuel and procurement costs;
- Promote accountability, integrity and cultural transformation;
- Do not condone impunity;
- Strengthen oversight institutions;
- Improve capacity development;
- Implement the National ID system to improve national security and reduce fraud;
- Strengthen oversight of implementation of development projects;
- Complete the legal framework for PFEM (define roles of different players);
- Strengthen policy planning and management;
- Align development agenda to presidential term;
- Integrate the IFMIS, Aid Management and other systems to promote transparency and accountability;

- Improve capacity building to avoid reliance on foreign companies for systems management;
- Institute a resource based and results-oriented culture in the civil service;
- Compensation must be fit for purpose (move away from allowances as option for compensation supplementation);
- Clarify terms and conditions of contracts (length etc.).

## VI. Commercial Parastatals

- Clarify and streamline reporting lines, including reviewing role of Department of Statutory Corporations in management of parastatals
- Policies and decisions should take into account unique needs of parastatals by avoiding One size fits all approaches;
- Resolve legal framework issues affecting parastatals;
- Depoliticize appointments of Board members

## VII. Parliament

- Policy direction in the civil service should be clear, preferably through Circular letters;
- Government should ensure that adequate tools and resources are available for ministries to effectively carry out their mandates;
- Establish a Monitoring and Evaluation mechanism in the civil service to assess if implementation is making any impact;
- Ensure that public servants are suitably trained for their jobs and are taught ethos of public service;
- Ensure that staff welfare matters are addressed;
- There should be security of tenure and a clear exit package;
- There should be uniform application of the law to all public servants;
- Decentralize the system so that money goes directly to Local government systems;
- Reduce illiteracy by promoting Adult literacy programmes;
- Local Assemblies should be given enough authority to implement programmes and they should be monitored;
- Reduce over-dependence of the public on Government. Local Assemblies should be empowered/given the authority to carry out entrepreneurial activities to support government;
- The Executive should submit Annual Reports to Parliament as required by the Law so that Government is accountable to Parliament;
- Government should control the size of the government;

## VIII. Judiciary

- Review the current funding system of government ministries and departments based on the knowledge that giving quality services needs/relies on adequate resourcing;
- Institute a proper performance appraisal system that will reward performers and discipline non-performance in the whole public service;
- Emphasize continuous training to ensure quality service delivery in the public service;

- Review Conditions of Service for civil servants to ensure that they are motivating;
- Educate the public on role of the Government and what their own obligations are;
- Public Service to be independent of political interference.

### IX. City Councils

- Develop a long term national plan to ensure continuity of government programmes. This will ensure that the policies of the ruling party should correspond to the national long term policy;
- Encourage innovativeness in the public service;
- Full decentralization of government functions;
- Ensure the availability of extension workers at grassroots level so that extension services are available to the local Malawians;
- Give adequate incentives to Civil Servants and ensure that rewards are given based on performance. Incentives should also cut across all cadres;
- Devolution of functions to local assemblies should be accompanied with corresponding resource allocation;
- Monitoring and evaluation of the performance of institutions should be done by independent institutions to ensure objectivity;
- Reforms need to ensure that work ethics are enforced for improved productivity;
- Government must respect the rule of law (e.g. 5% of the national income to be given to local Councils has never been implemented);
- Services provided by private entities should be equitably distributed throughout the country and should not be concentrated in urban areas.

### X. Office of the Director of Public Procurement

- Streamline Public Procurement;
- The ODPP should practice as regulator;
- Harmonize operations in the various Procuring Entities (PEs);
- Explore the possibility to have inflation index for Accounts where monetary values are concerned. (Already available at MRA);
- Deliberate efforts must be made to give civic education to all PEs;
- Promote SMEs;
- Finalise the Draft Procurement Act;
- Need for rationalisation of numbers and remuneration package;
- Consider need for named political appointments;
- Review level of compensation in case of breach.

### XI. Department of Statutory Corporations

- Reforms should cover Social, Political and Civil Service aspects;
- Ensure political will and strong leadership in the reform process;
- There should be political will to change and to protect reformists;
- Hard work, values, integrity and ethics should be promoted throughout the public service;

- Depoliticise parastatals;
- Remove /target subsidies in service sectors;
- Restrain appetite to create more expenditure demands.

### XII. Political Parties

- Reduce Presidential powers. Political hiring and firing is a threat to tenure of office;
- Public Servants should be protected against political persecution;
- Rationalize positions in the civil service by assessing (fill/delete) the need for all positions;
- There should be strong political will and bold decisions should be made in order for the reform process to be meaningful;
- Improve the welfare of Civil Servants especially, those in rural areas;
- Depoliticize the Civil Service;
- Civil Servants should not be involved in political activities;
- Advocate for decision making that is not compromised due to political consideration;
- Depoliticise the public Service;
- Reform parastatal organisations to give them more autonomy and allow them to operate like companies;
- Increase the role of shareholders especially government (Ministry of Finance);
- Senior management in parastatals should be hired based on merit;
- Commercial parastatals should make profits and declare dividends to shareholders as a way of contributing to government revenue;
- Line ministries should ensure a level playing field;
- Promote partnerships for the commercial parastatals to avoid over-reliance on Government support;
- Improve Work ethics in the public service;
- Ensure political will of the executive in order for reforms to be effective;
- Communicate reform process properly to entire civil service institutions;
- Efficiency of the reforms will depend on the quality of the personnel hired to implement the agenda;
- Establish a roadmap of the reform issues to be pursued;
- Reward people based on their capacity;
- Revive mandatory training of Civil servants at Mpemba and provide the institution with more capacity to fulfil its mandate;
- Review remuneration of civil servants to ensure that they are paid better;
- Harmonise rewards for the public service (Equal pay for equal Work);
- Establish a rewards and sanction system for all public servants with Controlling Officers being given adequate authority to enforce;
- Reforms should ensure that Malawians stop relying on subsidies;
- Restructure and streamline the civil service;
- Reduce presidential powers;
- Conduct civic education to discourage some cultural practices that negatively affect productivity e.g. attendance of funerals where there is no direct relationship);
- Spell out positions that are political so that holders of those positions should be aware that they may be removed with a change of government;

- Conduct a Job Evaluation exercise for the public service;
- Revisit and streamline roles in Government for effective implementation of projects;
- Enforce Acts of Parliament;
- Promotions and recruitment should be based on merit;
- Provide security of tenure for public servants, including securing by Law;
- Ministers should not be Members of Parliament;
- Promote Performance Audit in Government;
- Give more impetus to decentralisation so that districts can run their own affairs;
- Some more positions in the Civil Service should be linked with tenure of the President by law, like is the case with the Attorney General;
- Ensure unity of command in the civil service
- Parliament should pass a law stipulating which Ministries Malawi should have

### *XIII. British High Commissioner*

- Define the scope of government;
- Encourage mind-set change;
- Communicate changes effectively to the public and public servants themselves to ensure acceptance of reform initiatives;
- Restructure the public service;
- Establish areas where the private sector and other agencies can implement activities to support government efforts;
- Assess the extent to which decentralisation can improve public service delivery;
- Set a clear vision for government long term plan and prioritise activities;
- Review cultural tendencies that seem to be linked to poor performance;
- Remove the culture of dependence on allowances and institute a culture of delivery;
- Depoliticise hiring and firing of public servants;
- Protect public servants from undue political interference;
- Pay and promotions should be linked to performance;
- Salaries should be adequate enough to address basic needs of public servants;
- Ensure that power is delegated and that the delegated power is not abused;
- Improve communication/coordination within the public service;
- Improve time management;
- Empower people to take risks and challenges;
- Reduce powers of the DHRMD and allow line ministries to hire people according to their need;
- The Commission should make bold decisions (use Nike slogan “Just do it”)
- Interrogate systemic and performance shortfalls;
- Develop quick wins especially in issues of human resources in the public sector;
- Link public sector reforms to public finance and economic management reforms;
- Ensure that reforms are results-based;
- Phase the reforms over a period of time;
- Ensure that actions are not contradictory to the reform process;
- Clearly define the process and DFID is willing to financially support reform efforts;

### *XIV. Civil Service Commission*

- Government should collapse the various Commissions dealing with employment matters for Central Government employees into one;
- Government should review the mandate of the re-constituted Public Service Commission so that it conducts an assessment of the potential of Civil Servants recommended for promotion in grades E to D. This would entail amending the relevant Section of the Public Service Act, to remove the restriction;
- In respect of appointments/ promotions to the office of Principal Secretary (Grade C), the Commission could assume the responsibility of assessing their performance during interviews, and play an advisory role to the Office of the President and Cabinet which would grant the final approval for promotion or appointment of a Principal Secretary. Other countries whose Public Service Commissions have broad responsibilities include Tanzania, Ghana, Uganda, and Rwanda;
- The Civil Service Commission should be adequately funded for it to effectively and efficiently deliver on its mandate;
- Where appropriate, the Commission should continue entering into cost sharing arrangements with line Ministries and Departments;
- Committees should be regularly and comprehensively oriented on their functions including the procedures and processes they should be using;
- Line Ministries should allocate sufficient resources to the Committees so that they remain active;
- ADCs should have their mandate extended to cover appointments, confirmation, promotion and discipline in respect of employees up to grade K. This will help to reduce the Commission’s workload as it takes up an expanded role;
- The Public Service Commission should have a dedicated section to monitor the effectiveness of ADCs on an ongoing basis;
- Public Service Commission Regulations should be revised so that they contain relevant and up to date provisions;
- The Civil Service Commission should be relocated to a more appropriate and convenient building. The Ministry of Lands and Housing was approached on the matter and is still considering the Commission’s request. This becomes even more imperative with the move to expand the Commissions role over matters of appointments, confirmation and discipline of employees in the Public service.

### *XV. Law Commission*

- Government should allocate adequate resources;
- Offer attractive terms and conditions;
- Allocate suitable premises;
- Cabinet and Parliament should consider reports expeditiously;
- Burial ceremonies should be done during weekend in cities, towns and municipalities;
- Public servants should attend cultural events against their annual leave days;
- Government should only support funerals of officer and immediate relations;
- Continuity of employment should be linked to job performance;



- Meetings to be managed efficiently;
- Inculcate and encourage change of attitude;
- Consistent application of rules and regulations;
- Harmonise salaries and benefit package for officers of same grade or doing similar work;
- Make appointment of senior officers competitive and based on performance and merit;
- Enforce rewards and sanctions for performance;
- Recruitment and promotions should be on merit.

#### *XVI. National Audit Office*

- Need to adopt proposed wording of the amendments to Section 184 and Public Audit Act (2003) among other areas of reform in the following areas:
- Existence of appropriate and effective legal framework;
- Independence and security of tenure for the Auditor General and therefore need to entrench appointment & dismissal of Auditor General;
- Adequately extensive mandate and absolute discretion to discharge the duties of the Auditor General;
- Easy access to information by the Auditor General;
- Right and responsibility of the Auditor General to report on his work and therefore Auditor General to be mandated to report directly to Parliament not through Minister responsible for Finance;
- Liberty to choose the content & timing of audit reports;
- Presence of effective mechanisms to follow-up recommendations made by the Auditor General;
- Financial autonomy and availability of suitable resources and therefore need to guarantee direct funding by Parliament;
- Staff recruitment, retention and discipline.

#### *XVII. Ombudsman*

- Change name of Ombudsman to make it gender sensitive;
- Review the law to clarify meaning and avoid misinterpretation of certain aspects of the law, make provisions to address current needs;
- Provide mandate for Ombudsman to enforce a determination;
- Harmonise and adjust PS and Heads of Independent/Constitutional Body salaries;
- Provide desk officers in MDAs to attend Ombudsman issues;
- Harmonise conditions of service;
- Enforce constitutional and contractual obligations; provide training to staff;
- Declaration of Asserts Director should be under the Ombudsman;
- Provide adequate financial resources.

#### *XVIII. Human Rights Commission*

- Introduce performance management system;
- Encourage information management;

- Ensure that public institutions have strategic plans;
- Recruitment and promotion should be meritorious at the same time should be sensitive to issues of gender and disability;
- Harmonise conditions of service;
- Promote coordination and collaboration among MDAs;
- Improve the quality of people joining the public service.

#### *XIX. Anti-Corruption Bureau*

- Improve funding levels;
- Review the procedures for the hiring and firing of the Director General and the Deputy Director General of the Bureau;
- Reform in the custody of assets;
- Reform in the area of getting consent from the Director of Public Prosecution to commence prosecution.

#### *XX. Training and Educational Institutions*

- Utilise local institutions in capacity development, consultancies, advisory services and research for public service reforms;
- Provide adequate funding;
- Introduce mandatory orientation training;
- Improve infrastructure to improve service delivery and increase intake;
- Provide attractive terms and conditions to attract people to the Nursing and health service career;
- Address cultural issues that seem to be linked to poor performance in the Public Service;
- Motivate Civil Servants;
- Target the uprooting of corruption from the Civil Service;
- Depoliticize the Civil Service;
- Link education to industry;
- Provide necessary incentives to retain the professional staff in the public service;
- Encourage mind-set change;
- Review educational curricula;
- Review the University Act;
- Improve infrastructure at public universities;
- Review the levy to TEVETA to avoid a Government training institution paying levy to another;
- Review students' loans and fees to be uniform in all public universities.

#### *XXI. Principal Secretaries Committee on Public Service Management*

- Improvement of discipline;
- There was need to depoliticize the public service. The observation was that politicization of the public service results in some officers become untouchables and created an environment of mistrust and fear that affected effective and efficient decision making process;

- There was need to implement the Performance Management System which would have sanctions and rewards;
- Reconstitute ADCs in MDAs, so that the members of ADCs were capable of dealing with matters decisively and effectively;
- Capacity Building for Controlling Officers;
- Train senior officials in Leadership and Management skills;
- Senior officers should attend refresher courses;
- The Retreat for Principal Secretaries and Heads of Constitutional and Independent Bodies (PS & HCIBs) was important and should be held;
- Coverage for the Retreat should include, among other things—: impart knowledge to the PS & HCIBs on the key instruments and procedures for Public Service Management; discuss cross-cutting important issues that affected the public service in general and their day to day work in particular;
- align their efforts to have a common stand on particular matters; share experiences in as far as the management of the public service was concerned; renew their resolve and determination in solving public service challenges and planning for the future; come up with proposals on areas of reform; and refresh after a year's long very busy schedules;
- Senior officers in public service should be made aware that there are consequences to laxity and misconduct and that these need to be enforced;
- that the Ministry of Justice should interface with the Judiciary on how best to deal with matters relating to injunctions and enforcement of discipline in public service, without taking away the rights of individuals to legal redress in the event of maladministration;
- Senior officers from the grade of Directors to Controlling Officers to be regularly trained in issues of management, including disciplinary matters;
- It would be necessary to engage an expert on the issue of civil service rationalization before guidance was given because this area required some technical expertise to weigh all scenarios;
- Compliance with applicable legal framework and procedures
- Where an officer resigns to pave way for investigations, once the officer is cleared of any wrong doing the Office of the President and Cabinet should recognize the officer and he/she should be reinstated to his/her position. Currently there were no safeguards to protect an official who resigns from his position to pave way for investigations and ensure that he/she returns to his/her position when proved innocent;
- Where an officer does not voluntarily resign but there is possibility of wrong-doing, Office of the President and Cabinet should encourage the officer to resign;
- Improvement on the working conditions of public officers and the work environment
- The Committee recommended the following specific benefits for senior retired officers and the rationale behind them: retention of Diplomatic Passports; access to VIP facilities and extend that to a spouse; option to buy the official vehicles when proceeding on retirement; and provision of a modest fuel allowance;
- The rationale behind these recommendations is to ensure that the senior public officers maintain their dignity after retirement;
- The names of the streets should be those of retired Chief Secretaries to the Government, their Deputies and the names of villages that were moved from the area to pave way for the construction of Capital Hill. The naming was to be alphabetical for ease of access;

- On the provision of transport to civil servants, the Committee agreed to engage Ministry of Transport and Public Works who would analyze different scenarios on how best to make the system all inclusive;
- Identify areas of wastage that drained resources on rents, motor vehicle maintenance, stationery, and fuel and office equipment and propose means of eliminating such practices. Savings will free adequate resources to improve conditions of service and work environment;
- Recommend to Government for the provision of specific budget for the completion and construction of buildings so that MDAs' offices are housed in Government premises thereby cut on rental expenditures;
- Revision of salaries;
- Resuscitation of home ownership scheme;
- Introduction of medical insurance for civil servants and that the current medical aid scheme for Principal Secretaries should be extended to spouses and children.

#### XXI. Development Partners

- There is lack of management and leadership capacity;
- There is lack of adequate financial support to public sector reforms;
- Size of the public service is unreasonable
- Align the Public Sector Reforms to the Public Financial and Economic Management (PFEM);
- Public Service Modernisation Programme should be given priority;
- Government should own the reforms in order to ensure sustainability;
- Government should come up with clear strategies to mobilise resources;
- Reforms should incorporate lessons learnt from previous reforms;
- Emphasize capacity development;
- Institute a Monitoring and Evaluation system and a robust enforcement mechanism;
- Ensure that OPC provides a leadership role;
- Promote innovation, dynamism and continuity in the Public Service;
- Improve systems, processes and ICT in the public Service;
- Establish national priorities.
- There is deteriorating accountability;
- There is low motivation;
- There is a rising wage bill;
- There is a breakdown in integrity;
- Articulate a set of principles to guide reforms (political commitment, participation, benchmarking from other countries);
- Identify quick-wins e.g. wage bill management, improved service delivery, depoliticise the public service;
- Ensure public servants are results-oriented;
- There is need to involve citizens
- There is lack of enforcement;
- There is high vacancy rate;
- Poor remuneration is causing people to remunerate themselves through misdemeanours;

- There is promotion of laxity (e.g. where individuals are merely transferred in cases of misconduct);
- Improve capacity building of both individuals and the institutions as part of reforms;
- Remove the culture of allowances;
- Encourage mindset change;
- Contracts should be cascaded to other levels;
- Review compensation package in line with job grading and qualifications of individuals;
- There is demotivation caused by low salary and wages;
- Size of the public service is unreasonable compared to the size of the economy;
- There is lack of accountability and integrity;
- There is excessive wastage in the public service;
- Reduce fleet, travel, fuel and procurement costs;
- Promote accountability, integrity and cultural transformation;
- Do not condone impunity;
- Strengthen oversight institutions;
- Improve capacity development;
- Implement the National ID system to improve national security and reduce fraud;
- Strengthen oversight of implementation of development projects;
- Laws do not clearly stipulate roles for various players in accounting systems and management;
- There is weak revenue management;
- Systems are not integrated;
- There is too much reliance on foreign companies for systems management;
- Complete the legal framework for PFEM (define roles of different players);
- Strengthen policy planning and management;
- Align development agenda to presidential term;
- Integrate the IFMIS, Aid Management and other systems to promote transparency and accountability;
- Improve capacity building to avoid reliance on foreign companies for systems management;
- Institute a resource based and results-oriented culture in the civil service;
- Compensation must be fit for purpose (move away from allowances as option for compensation supplementation);
- Clarify terms and conditions of contracts (length etc.).

### 3.2 Summary of Key Emerging Issues from Meetings and Submissions

The key issues emerging from the engagement between the Commission and the stakeholders can be summarised into thematic areas that need to be addressed as follows:

- Human Resource Management (Recruitment, Promotion, Remuneration, Reward, Discipline);
- Ethics and Integrity;
- Size and Structure of the Civil Service;
- Professionalism of the Public Service vis a vis political interference/influence;
- Implementation of a functional Performance Management System;
- Managing the Reform Process;

- Review of critical policy documents including Acts, Regulations and Laws;
- Scope and Role of Government including mandates of individual government Ministries, Departments and Agencies, decentralisation and partnerships with the Private Sector;
- Development of a medium to long-term National Plan
- Introduction of ISO 9001 Certification as an approved and integrated model for improved public service delivery.

### 3.3 Submissions from the General Public

The Commission called for input from the general public on what areas they wanted to see reformed in the Public Service in order to improve service delivery. The following were issues raised by the general public:

- Inadequacy and inequity of pay and rewards
- Improved promotion policies and processes
- Improved recruitment, appointment and confirmation policies and processes
- Organisation and grading structures need to be reviewed, streamlined and clarified - including job analysis for all roles
- Policies and processes for payment of allowances (e.g. pensions and gratuities) should be modernised, clarified, equitable and consistently applied
- All staff should have their performance reviewed on a regular basis
- Improved staff development and career planning
- Improved and appropriate training and development
- Government of Malawi should have the right numbers of people, with the right skills in the right places
- Continued employment should be on the basis of performance
- Public service should be de-politicised
- Carry out a role and functional review of Government of Malawi
- Develop proper organisation structures for all parts of government, including parastatals
- Commercialisation of revenue raising activities e.g. forestry, fleet management, plant hire
- All staff should have job descriptions
- Scope to increase the use of ICT in Government of Malawi
- Inadequacy of pensions payments
- All staff should have performance expectations clarified at the beginning of the year
- All staff and parts of government should be provided with necessary tools and materials
- Improved arrangements for the management of parastatals
- Improved procurement practices and performance

### 3.4 Summary of the views from stakeholders

The following is a summary of issues recommended by stakeholders to be implemented in order to achieve an efficient and effective public service:

- Depoliticize the public service;
- Right size the civil service;
- Clarify performance expectations for all staff at the beginning of their terms of service;
- Ensure a performance-based rewards system;



- Regularise staff performance appraisal processes and systems;
- Implement the Decentralisation Policy;
- Address the inadequacy and inequality in the pay and rewards;
- Improve the recruitment, appointment, promotion and confirmation policies, procedures and processes;
- Review, streamline and clarify organizational and grading structure including job analysis for all roles;
- Improve staff development training and career planning;
- Implement Service Charters;
- Carry out a role and functional review of the Malawi civil service;
- Develop proper organisational structures for all arms of government, including parastatals;
- Commercialise revenue raising activities e.g. forestry, fleet management, plant hire etc.;
- Promote the use of ICT in the public service;
- Improve procurement practices and performance;
- Improve the work environment including through raising budgetary allocations for operations and maintenance expenditures and providing better office equipment and necessary tools to enable effective performance;
- Improve management and implementation of reforms; and
- Improve the management of parastatals

### 3.5 Thematic Areas from the stakeholder submissions

Inputs from the stakeholder consultative meetings were grouped into the following thematic areas:

- Human Resource Management (Recruitment, Selection, Remuneration, Reward, Discipline);
- Ethics, Integrity and Work Culture;
- Size and structure, functions and operations of the Public Service;
- Professionalism of the Public Service vis a vis political interference;
- Implementation of a functional Performance Management System;
- Managing the Reform Process;
- Reviewing of critical policy documents including Acts, Regulations and Laws;
- Role of Government including mandates of individual government Ministries, Departments and Agencies; and
- Decentralization



The proposed design of the cubicles for front office staff at the one-stop-centre



# QUICK WINS

The Terms of Reference provided the Commission with the mandate to identify, decide and direct the implementation of quick-wins reforms. These are reforms that can be fast tracked and undertaken immediately in order to build momentum while simultaneously building trust and credibility for the reform initiatives amongst the key stakeholders. Based on the early input of stakeholders, the Commission identified a number of reform initiatives which could be implemented as "quick wins". These were submitted to His Excellency the President, Professor Arthur Peter Mutharika for approval which was granted accordingly. The quick wins are as presented below.

## 4.1 The restructuring of the Office of the President and Cabinet (OPC)

The OPC has been restructured and some of its functions relocated to relevant sectoral ministries to ensure that it concentrates on its core mandate. The functions of the OPC that have been relocated are as follows:

- The Department of HIV/AIDS and Nutrition has been moved to the Ministry of Health;
- The Safe Motherhood Initiative has been transferred to the Ministry of Health;
- The Presidential Initiative on Poverty and Hunger has been moved to the Ministry of Agriculture, Irrigation and Water;
- The National Registration Bureau has been moved to Ministry of Home Affairs;
- The Government Contracting Unit (GCU) has been moved to the Office of the Director of Public Procurement (ODPP).

The proposed design of the cubicles on the customer side at the one-stop-centre

## 4.2 Ensuring that Public Servants concentrate on their core duties

- Principal Secretaries, Chief Executive Officers of Public institutions and other senior public officers have been directed to attend only those Presidential and other functions where their presence is directly necessary or relevant to their duties;
- Women Civil Servants are not expected to attend Public functions, except where it is an anniversary, commemoration or celebration that is directly related to their profession or organisation. In such cases the Controlling officers have been directed to exercise strict discretion for their participation in the activities.

## 4.3 Creation of a One-Stop-Centre for investment at Malawi Investment and Trade Centre (MITC)

In order to improve the ease of doing business in Malawi, a one-stop-centre has been established at the Malawi Investment and Trade Centre (MITC) in Lilongwe. The centre will enable investors to access services for establishing business investments from a single point. Similar centres are recommended to be implemented in Blantyre and Mzuzu.

## 4.4 Amendment of Official Working Hours

The Official working hours for the Public Service have been reduced by 30 minutes effective 1st October 2014. The new working hours are from 7.30am to 4.30pm, with a provision of a one hour lunch break from 12.00 noon to 1.00pm.

## 4.5 Streamlining the Management of Statutory Corporations

The Commission directed that Statutory Corporations should report to their relevant line Ministries and that the Department of Statutory Corporations should play the oversight role and the appointment of the Boards of these Statutory Corporations. This ensures that the Department of Statutory Corporations is independent and able to provide quality control and provide checks and balances.

## 4.6 Decentralisation of Passports Printing Services to Mzuzu and Lilongwe by the Immigration Department

The Commission recommended that printing of passports be decentralized to Lilongwe and Mzuzu. The printing of passports in Lilongwe was launched on 31st October 2014. The printing of passports in Mzuzu will be done later in the year 2015. The Immigration Department has also launched an SMS alert and passport application status check.

## 4.7 Introduction of One-Stop Citizen Service Delivery Centres

Based on the lessons learnt from the benchmarking tour to Kenya, the Commissioners recommended the implementation of one-stop service delivery centres. These are centres that enable citizens to access various public services and information from a single point. The service centres were proposed to be implemented through Post Offices. Among the services to be accessed through these centres are passport and driving license collection, business registration and payment of taxes. The service delivery centres were proposed to start operating by March 2015.

## 4.8 Placement of Reform Advocates/Agents in Ministries

The Commission recommended placing Reform Agents in all Ministries, Departments and Agencies (MDAs). The agents should be at the Director level and should champion reforms within the MDAs.

## 4.9 Improving signage and outlook in Government offices, starting with Capital Hill

The Commission observed that there are no sign posts to direct people to Ministries and Departments at Capital Hill and other government offices. Therefore, government directed that clear sign posts be erected at all government offices starting with Capital Hill and all streets should be clearly named. As part of this process efforts should be made to improve access to offices for those with disabilities.





Commissioners on a benchmarking study tour to the Kenya School of Government



# LESSONS FROM OTHER COUNTRIES

The Commission conducted a benchmarking tour to Kenya, Singapore and the United Kingdom. Below is a summary of the key lessons from the tour:

- Political support should be consciously and systematically built and spread within Government. The State President should champion the implementation of reforms;
- There is a need to develop a model for effective service delivery with a rallying slogan;
- There is a need to build a long-term strategy for Public Service Reform (PSR);
- There is a need to continuously train public servants through government training institutions;
- The PSRs should be well funded to ensure that they are successful. A high ranking Officer should be vested with the necessary authority to initiate and coordinate PSR;
- Reforms should be well coordinated and should contribute to the same objectives. All stakeholders should be involved in the reform process;
- Policy and legal reforms are essential foundations for PSR in Malawi and they require regular review;
- PSR objectives and goals should be aligned with the objectives and visions of the National Development Plan;
- The Constitution plays a central role, as a guiding light but also as a protector of public service goals;
- PSRs require attitudinal and behavioural changes by public servants in all arms of government. Reforms should commence with the conceptualisation of what public service is, what it engenders, what role government has in delivering public services, what rights citizens have and what relationship citizens have in relation to government;
- There is need to build a long-term strategy for PSR in order to sustain the reforms that have been successful and that have resulted in transformational changes and improvements to public service delivery;
- PSR comprises a package of reforms which include economic development plans, a country's vision, pre-constitutional and constitutional reforms, the adoption of a performance management system, performance contracts, a change in the human resource policy, business process re-engineering, the integration of training and capacity building and the implementation of work plans and strategic planning;
- The private sector and labour groups are key stakeholders in building effective PSR, which often do not have a voice. They need to be included at an early stage in formulating and implementing reforms;
- Successful reforms need to be tailored to a country's context. Engaging and communicating with stakeholders from the earliest stage of reform is essential;
- Quick wins are an important catalyst for reform because they help to build momentum,

trust and credibility for the reform among key stakeholders;

- Other countries have developed strong institutional mechanisms to progressively address salary-related issues in the public service;
- A successful and well-functioning Performance Management System is a central driver of PSR; and
- There are many benefits from e-government: it provides efficient services; citizens can access these far away from the capital, by using technology-efficient centres; the transparency of government is improved; and corruption can be eliminated. E-government can also help make government accountable, with some information accessible on-line; and can provide opportunities for feedback.





Commissioners on a benchmarking tour to UNDP Kenya Country Office



# VIEWS FROM TECHNICAL EXPERTS

The Commission consulted technical experts and they provided technical expertise and advice on PSR. Specifically, expertise availed was from the UNDP, USAID and the World Bank.

## 6.1 The United Nations Development programme (UNDP)

UNDP provided technical, financial and logistical support for the Commissioners to undertake benchmarking study visits to Kenya, Singapore and United Kingdom. The following are the key lessons learned from the benchmarking country visits that were deemed most relevant for Malawi's PSR efforts:

- The central and foundational role of leadership, both political and administrative.
- Changing attitudes and behaviour as a catalyst for transformation. Important tools and mechanisms were highlighted which can help change societal attitudes to public service.
- The imperative to build legal and institutional frameworks to support PSR, requiring reviewing, refreshing, updating and integrating legal provisions, including Constitutional provisions, legislation and regulations; and developing strong, effective and supported institutional frameworks to support delivery.
- Establishing and implementing a Performance Management System with performance contracting as a core driver of PSR.
- Addressing corruption vigorously and adopting a zero-tolerance approach to corruption.
- Linking and integrating national visions, economic plans and programmes, legal frameworks including the Constitution, national planning and budgeting, as well as performance management in a coherent framework for PSR.
- Developing training and capacity building programmes from the very earliest stages of reform.
- Identifying and implementing quick-wins, to help establish belief in the immediate benefits of reform; and to build momentum for reform.
- Developing and applying a strong framework of communication, between government and citizens; and within government.
- Utilising available support by engaging in continuous learning from other successful models; and by taking advantage of an abundance of institutional, inter-governmental, development partner and other forms of support.

## 6.2 The United States Agency for International Development (USAID)

USAID provided technical support for a study on public service reform in Malawi which led to the designing of the Malawi Public Service Modernisation Program, (Draft August 2014). Among other things the study highlighted the following:

- Public service management is hampered by the existence of conflicting laws, policies, rules and regulations.
- The roles and functions of government have not been systematically reviewed for a number of years.
- Disjointed policy development, strategic planning and resource allocation processes and a weak performance management framework.
- Most policy decisions affecting service delivery are not based on reliable data and/or information.
- Decision-making and control over service delivery and resource allocation are still substantially centralized.
- At the organizational level, a complex structure of government, conflicting laws policies, rules and regulations and lack of well-defined roles and responsibilities have led to unnecessary overlap and duplication.
- At the operational level, complex outdated and bureaucratic systems and processes have a negative impact on service delivery.
- There is an apparent lack of a 'whole-of-government' approach to the planning and implementation of programmes.
- There is a tendency to use legislation as the main vehicle for government policy making even when lower level instruments such as Regulations or Standing Orders would provide adequate authority.
- Centralisation of decision-making and a tendency for authority and control to be concentrated at senior management levels.
- The concept of an impartial and permanent public service with a strong public service ethic has been systematically undermined.
- Independent oversight of the executive has not been effective.
- At the leadership and management level, the public service has inadequate skills and competencies.
- Human resource management in the public service is beset by a wide range of problems.
- Use of information and communications technology (ICT) - the public service should lead by example.
- Engagement with the civil society and general public is very limited.
- Implementation of PSR has been weak and disjointed.
- A lack of coordination and no common voice amongst Development Partners (DPs).
- The links between PSRs and other reforms for example in public financial management, decentralisation, etc. remain weak.
- Reforms need to be more modest and better prioritised to match the capacity that is available. Management capacity for Public service reform need to be built up.

## 6.3 The World Bank

The Commission met a high level team of experts in PSRs from The World Bank. The team discussed the work of the Commission and its approach to reforms; and provided advice based on the World Banks' global experience in PSRs. The following are highlights of the issues discussed and advice received from the World Bank team:

*Typology of public service reform programs – approaches to public service reforms:*

- **Getting the Basics Right** - focusing on restoring the basics of good public administration.
- **Problem-Led Reform** - looking at the main areas of service delivery, identifying the main binding constraints to better performance, and addressing them.
- **Asymmetric Reform** - More targeted approach rather than service-wide approach, which is usually considered to be effective in the case of enclave institutions like Revenue Authorities.
- **Comprehensive Modernisation Program** - Logical framework approach, identifying all actions and outputs needed to achieve a well-functioning public service. This can be high on resource demands.
- **Choosing the Best from All approaches** - Drawing the best from all approaches while focusing on the realities at hand. This may be most likely suited to Malawi.

*World Bank's Key lessons on Public Service Reforms based on the World Banks' global experience*

- Reforming the public service is difficult as it is about behaviour change and is concerned with improving results by changing the way governments work. It is to a large extent about reform implementation, which is often more difficult than reform design.
- The politics are often misaligned and difficult.
- The evidence of what works in public service reform is limited. The traditional approach involved the unsuccessful importation of 'best practices' from OECD countries to the developing world, but this approach has not worked well and has been replaced with the idea of finding 'best fit'/appropriate solutions
- The results chain between reform efforts and outputs and outcomes is long. Even if public sector management reforms are implemented in practice, there is no performance gain if other weak links in the chain are more fundamental obstacles to sector outputs and development outcomes.





An audience with Technical Experts



# REFLECTIONS, RECOMMENDATIONS AND CONCLUSIONS

Having examined the relevant literature, consulted stakeholders, and conducted a study tour the Commission identified reforms pillars, enablers and made a number of recommendations for the medium to long term implementation.

## 7.1 Reflections: Reform pillars and reform enablers

After synthesizing the data collected from literature, lessons learnt from the benchmarking tour and consultations with stakeholders, the Commission identified the following pillars and enablers of effective PSRs.

### *I. Reform pillars*

- A Shared national vision:
- A shared PHILOSOPHY by all (From grassroots to upper echelons of society) about what Malawi needs to look like, why we need to be like that and an agreed formula of how we get there.
- Strong political support and commitment:
- Reform messages being reiterated by the President (mostly), Vice President and Ministers following suit. Reform becomes the language of the leadership.
- Sufficient resourcing for reforms:
- Government to provide own sufficient funds through the National Budget
- Accountability and Transparency:
- Have an effective communication strategy
- Vigilant and continuous fight against fraud and corruption. The Cash-gate Scandal is a reference and rallying point of NO MORE corruption in our country.
- Stakeholder support
- Effective wide engagement of all stakeholders; major political parties, parliament, judiciary, civil society, the youth and the public service at all levels (Principal Secretaries, Heads of Departments, middle level professionals up to the ground level).
- Capacity building and enhancement
- Well trained public service that effectively responds to modern dynamics in trade, economic and modern public service delivery.

### *II. Reform enablers*

- Strong political leadership and will to anchor the reforms process
- Unification of the planning and budget process
- Controlling officers to fully own the reform process
- Understanding work place culture: cultural practices which hinder reforms including patronage, favoritism, debilitating group thinking and even tribal affiliations, and engaging players to change this.
- Holistic review of legal and regulatory instruments which will involve repealing or amending legislation or regulations impeding effective reform process.
- Embedding a performance culture with sanctions and rewards.
- Mainstreaming ICTs in the delivery of public services.
- Stakeholder engagement/consultation at the onset of the formulation and implementation of the reforms.
- Availability of resources/sufficient budget for reform processes

## 7.2 Recommendations

Having examined the relevant literature, consulted stakeholders, and conducted a study tour the Commission made the following recommended quick wins, identified reforms pillars, enablers and success factors. For the purpose of this report, the Commissioners have prioritized the following recommendations:

### *I. Depoliticizing the public service*

#### **The Commission noted that:**

- Since 1994 (the Public Service Act of 1994), the power to appoint senior officers in the public service, of positions above Under Secretary is vested in the President and that there has been no provision for a due process of competitive interviews. As a result, selection, appointments and promotions have mostly been based or seen as based on connections to one's superiors or politicians rather than merit.
- The relationship between Ministers and Principal Secretaries has sometimes been a subject of power struggle between the politicians and technicians. Ministers and Principal Secretaries have sometimes failed to seek and heed advice from each other. In both cases public services and resources have been compromised.
- There has been a notable lack of security of tenure in some prominent public offices such as the Governor of the Reserve Bank of Malawi, the Chief Secretary to Government, the Director General of the Malawi Broadcasting Corporation, the Inspector General of Police, the Commander of the Malawi Defense Force, the Director General of the Anti-Corruption Bureau, and the Commissioner General of the Malawi Revenue Authority, as each new administration has tended to change the officers in these positions irrespective of the relevant Terms and Conditions of Service.

**The Commission therefore recommended that:**

- The appointment of public officers above the post of Grade F should be on a fair, competitive, transparent, and merit-based selection process which responsibilities should be conferred on the Public Service Commission. The President's powers of appointing should be limited to the approval of the results of the selection process from Public Service Commission. The relevant legislation and regulations should be amended accordingly.
- The Office of the President and Cabinet should constantly orient Ministers and Principal Secretaries about their roles and responsibilities to avoid conflicts and to bring about a conducive working relationship.
- A preliminary recommendation to link the tenure of some prominent offices to the tenure of the President has not been adopted because the majority of the stakeholders felt that the recommendation would entrench politicization rather than eliminating it. However this issue must be dealt with resolutely in order to entrench a lasting solution. There is, therefore, a need to continue exploring options as to how the tenure of service in prominent public offices can be secured.

*II. Entrenching ethics, integrity and discipline*

**The Commission noted that:**

- A culture of blatantly ignoring public service rules and regulations has developed and taken root. Unfortunately, some senior officers have also been deliberately ignoring the misconducts by not meting out sanctions as provided for in these rules and regulations. As a result, this culture of indiscipline is entrenched in the public service.
- Senior officers are not fully empowered to enforce discipline in the public service because of the centralization of the disciplinary process in the Service Commissions. The final decision on all disciplinary cases rests with the Service Commissions. Politicization of the public service as already presented above has also contributed to the status quo.

**The Commission therefore recommended that:**

- Senior officers be empowered to enforce the rules and regulations of the public service in their MDAs. Consequently, the Public Service Commission should devolve disciplinary powers to the MDAs while maintaining the role of standardizing the systems throughout the service and oversight of the implementation process. In this regard, the relevant legislation and regulations should be amended accordingly.
- The enforcement of discipline should be one of the metrics on which the performance of senior public officers should be measured.
- The strong leadership values and ethics which are needed to rally public servants behind a shared vision of modern, efficient and effective public services should be inculcated into senior public servants.
- That public service leadership should serve as role models to promote accountability

*III. Systematic development of human resource*

**The Commission noted that:**

- In all the countries that are performing well, there are properly organised, focused and

resourced Schools of Government

- Capacity development of officers in the Public Service is not as systematic, consistent and comprehensive, as would be expected in this fast changing and competitive world.
- There is no properly organized training school for the public service in Malawi.
- There is no mandatory training for public servants in Malawi.
- Appointments above Under Secretary position (Grade F) are not being linked to specific knowledge, skills and competencies.

**Consequently the Commission recommended that:**

- A Malawi School of Government should be established to facilitate the fast tracking of the development of identified key competencies, to ensure professionalism and to inculcate a culture of continuous learning across the public service; and act as an explicit instrument to build a strong public service capable of driving public service reforms.

The Malawi Institute of Management (MIM) and Staff Development Institute (SDI) should constitute this entity. The School should also have campuses in Zomba and Mzuzu.

- Government should make it mandatory that all MDAs spend at least 70% of the total training budget on training provided by the Malawi School of Government.
- Training for public servants at MSG be made mandatory and this would be one of the prerequisites for the promotion of public servants.
- The induction and orientation of new entrants into the public service should be mandatory as was the case in the past.

*IV. Harmonizing Human Resource Management Systems*

**The Commission noted that:**

There are inconsistencies in the selection, recruitment and placement of human resources in the various Service Commissions. For instance, in some Commissions the entry level for first degree holders was at Grade I, others at Grade H and others at Grade G. In some Commissions applicants have been recruited without interviews. Furthermore, in some Commissions promotions have been based on qualifications and competencies and subject to interviews while in another Commission promotions have only been based on the length of service.

**The Commission hereafter, recommended that:**

- All Service Commissions should be coordinated under one strategic body, the Public Service Commission.
- In line with the modern management culture of greater devolution, the umbrella Public Service Commission should retain powers to set policies, oversight and co-ordination while the other day to day operations should remain with the respective Commissions.
- Relevant legislation, rules and regulations should be amended accordingly.

*V. Harmonizing Remuneration and Conditions of Service*

**The Commission noted that:**

- The remuneration packages of civil servants are too low as compared to the realities of the

economy today. This situation has forced civil servants to resort to other means, sometimes unethical, to earn extra income in order to make ends meet. This situation contributes to the culture of allowances. This means that public officers spend a lot of time chasing conferences, trainings, workshops, meetings sometimes which are not in their area of function simply to earn some form of allowance.

- There is low morale which has led to underperformance of public servants.
- The Civil Service is unable to attract and retain qualified and talented staff.
- There are glaring disparities in the remuneration of officers in the mainstream Civil Service and those in the public service. However, the Commission learnt that there was an effort to provide a framework for harmonizing the same through the establishment of a Public Service Remunerations Board through legislation.

**The Commission thus, recommended that:-**

- Starting with the 2014/2015 budget, efforts should be made to begin addressing the anomalies in the remuneration of civil servants.
- The enactment of the Public Service Remuneration Bill should be followed up and given priority, as part of the overall package of PSRs.

## VI. *Rightsizing the Civil service*

The Commission noted that:

- The number of Government Ministries was recently reduced to twenty (20).
- The reduction has created redundancies of Principal Secretaries, Directors and other support staff in a number of Ministries.
- There is need for an exercise to match the number of Principal Secretaries and existing Ministries, based on needs in the current number of Ministries
- Part of the transformative agenda is to reduce public spending through staff rationalisation
- There is high vacancy rate in the Civil Service which is currently estimated at 40%

**The Commission hereafter, recommended:**

- The rightsizing in the number of Principal Secretaries (PSs) by fifty-six (56) from the current ninety-six (96) to forty (40) by deleting irrelevant portfolios, deploying some PSs and exiting those that may not be required within the system. This should be done through a transparent and consultative process in order to ensure fairness and credibility. The Commissioner further recommended that a decent one-off exit package should be offered.
- An examination of the entire Civil Service to determine the total structure and delete all irrelevant positions in order to develop a lean and vibrant organisation.
- A freeze on external recruitment in order to allow for re-deployment in the first phase in order to ensure best fit within the system.

## VII. *Effective Implementation of a Performance Management System*

**The Commission noted:**

- The laxity in the delivery of public services due to the absence of a robust results-oriented

performance management system linked to agreed individual work plans that are closely aligned to organisational performance targets derived from the National Development Plan.

- The disconnect between the roles of the Department of Human Resource Management and Development (DHRMD) and the Performance Enforcement Department (PED), where DHRMD only focuses on individual performance and PED only focuses on organisational performance.

**The Commission therefore recommended:**

- The development of individual performance contracts between specific reporting levels, based on agreed targets as per Annual Action Plans;
- The review, implementation and effective enforcement of an Organisational Performance Assessment (OPA) framework, including the development of organisational performance contracts between the President and Cabinet Ministers, and between Cabinet Ministers and the relevant Principal Secretary. This approach and practice will then be cascaded throughout each respective ministry;
- The merging of the Department of Human Resource Management and Development (DHRMD) and the Performance Enforcement Department (PED) in order to centralise and easily coordinate the assessment of individual officers as well as of Ministries, Departments and Agencies;
- The Public Sector Reforms Management Unit to assume the role of monitoring and coordinating the reforms undertaken, in an effort to accelerate the effective delivery of public services and to ensure continuity.

## VIII. *Making the funding and payment systems effective*

**The Commission noted that:**

- The Ministry of Finance often delays funding to most MDAs, with funding often lower than the approved budgets.
- The Accountant General has often been slow in processing payments for MDAs and requires constant follow ups for cheques to be paid.

**The Commission therefore, recommended that:**

The Ministry of Finance, Economic Planning and Development requires immediate reforms in order to establish efficient and effective funding and payments systems.

## IX. *Ensuring focused utilization of the country's precious resources*

**The Commission noted that:**

Although the annual budget is supposed to be the main tool to implement Malawi's national development aspirations, one of the major impediments to success has been the absence of a disciplined effort to link the budget and actual funding to the projects in the national plans.



**The Commission recommended that:**

There should be utilization of the budget as a critical tool to facilitate accelerated achievement of the goals in the Vision 2020 and the MGDS II. To achieve that there is need to:

- Rationalize the development budget through prioritizing projects which take into account issues that will accelerate development.
- Ensure disciplined implementation of the budget, ruthless adherence to the agreed plans, close monitoring and with the results from monitoring helping inform timely corrective actions, where necessary.

*X. Decentralizing service delivery for efficiency and effectiveness*

**The Commission noted that:**

- Centralized service delivery has been one of the contributing factors to poor service delivery.
- The World over, decentralization is one of the modes through which service delivery is being enhanced.

**The Commission hereafter, recommended that:**

- The Ministry of Local Government and Rural Development should be one of the pioneer/pilot ministries for reforms and that it should facilitate full devolution of service delivery to some districts on a pilot basis within the financial years 2014/2015 and 2015/2016.
- The Ministry of Education, Science and Technology should decentralize the payment of teachers' salaries which has remained a problematic area.
- The Department of Immigration, in the Ministry of Home Affairs and Internal Security, should decentralize the printing of passports, which has been a challenge.

*XI. Embracing Information Technology as a means of improving efficiencies and modernization*

**The Commission noted that:**

- MDAs were behind in the utilisation of information technology as a tool to improve service delivery both internally and externally
- The Government Wide Area Network (GWAN) was not efficient and was therefore hindering the MDAs from developing in relation to the effective utilisation of Information Technology.
- National Identity Cards also represents one of the facilities that could assist in efficiently rolling out IT-based public service delivery.

**In order to deal with the above issues, the Commission recommended that:**

- The Department of E- Government, in the Ministry of Information, Tourism and Culture should be one of the pioneer MDAs in pursuing reforms that facilitate accelerated absorption of IT within the public service, as a vital tool for efficient service delivery in today's technologically driven world.

- The National Registration Bureau in the Ministry of Home Affairs and Internal Security should prioritise the project to introduce National Identity Cards as one of the pioneer reform areas to be dealt with in the financial years 2014/2015 and 2015/2016.

*XII. Focusing on initiatives which can drive economic transformation and set a solid foundation for the future development of the country.*

**The Commission noted that:**

- it is particularly important to have a national development plan to guide development initiatives among all stakeholders;
- National plans provide a development framework and serve as a single reference document for all stakeholders;
- Vision 2020 has been implemented using medium term strategies such as the Malawi Poverty Reduction Strategy (MPRS), Malawi Growth and Development Strategy I (MGDS I), and currently the Malawi Growth and Development Strategy II (MGDS II)
- In the early years of the Vision 2020, there was a lot of enthusiasm amongst all stakeholders in making sure that the country moves toward the realisation of the Vision but the enthusiasm was short lived, as evidenced by the lack of emphasis on the Vision;
- There are only six years remaining to 2020, but the Commission still believes that there is still adequate opportunity to re-focus the nation, and that this can be a turning point for Malawi to start moving toward the realisation of the Vision
- That there is urgent need to revive the Vision 2020 by embarking on massive publicity and awareness campaigns.

**Consequently the Commission recommended that:**

- The Vision 2020, being a long term development plan derived after very wide consultations, should be re-energised and provide a basis for national development plans until a successor plan is put in place.
- A Council is established to develop a long term development plan to succeed Vision 2020. The plan should be developed through country wide consultations.
- The New National Vision should be legislated to make it legally binding, and avoid the tendency by MDAs to deviate from the country's plans and strategies. This will ensure that the country's transformative agenda stays on course and stands the test of time including any change of government.
- The following Ministries/sectors should be some of the pioneers in initiating reforms, due to their key roles in economic transformation and in creating the foundations for sustainable development:
  - The Ministry of Education, Science and Technology - Quality education is an essential for creating foundations for sustainable development.
  - The Ministry of Health - Quality Health is vital to support people engaged in economic transformation and also an essential for creating a foundation of sustainable development.
  - The Ministry of Transport and Public Works - Infrastructure is an essential for economic transformation. Besides, there are clear efficiency improvements required in the Road Traffic Department.

- The Ministry of Natural Resources, Energy and Mining- Energy is a key facilitator of economic activities and the extractive industry has high potential to transform the country's economic prospects.
- The establishment of National Identity Cards can significantly facilitate the economic transformation agenda. Therefore this project should also be pursued as priority and pioneering reform.

### XIII. Enhancing Public Financial Management

#### The Commission had taken note of:

- The Cashgate Scandal (revelation of massive theft of public resources in September 2013), which had knocked down the confidence of the public and of development partners in government's public financial management systems and capacity. The resources which were lost in the process could have been utilized for worthwhile developmental purposes.
- The consequent need to institute systems through which public resources can be safeguarded and the confidence of the public and development partners can be regained.

#### In order to deal with the above issues, the Commission recommended that:

- The reporting mechanism for the Auditor General should be enhanced so that Parliament receives the reports of the Auditor General directly. In this regard, the appropriate laws and regulations should be amended.
- Cash-gate cases should be followed up thoroughly, prosecuted effectively and those responsible should be brought to account through courts of law
- The Anti-Corruption Bureau should be strengthened.
- The Ministry of Finance, Economic Planning and Development as a pioneer Ministry in pursuing PSR should deal with the following in this regard:
  - Place Internal Auditors in all MDAs to enable real time detection of infringement of public financial management rules and regulations.
  - Problems in IFMIS should be corrected or appropriate accounting systems should be procured to strengthen transactions recording and security.

### XIV. Putting in place the enabling legal framework to facilitate Public Service Reforms:

The Commission noted that there is a need to close gaps in existing legislation in order to facilitate the PSR agenda.

#### Accordingly the Commission recommended that the following bills should be given priority for amendment and enactment:

- Public Service Act, (1994) Amendment Bill
- Access to Information
- Public Service Remuneration Board Bill
- Public Finance Management (Amendment) Bill
- Physical Planning Bill
- Local Government (Amendment) Bill
- Payment Systems Bill

- Electronic Transactions Bill
- Classification of Public Entertainment and Publication Bill
- Malawi Engineering Institute Bill
- National Local Government Finance Committee Bill
- University of Malawi Bill
- Land Bill
- Insolvency Bill
- Mines and Minerals (Amendment) Bill
- Communications Bill
- Lotteries and Gaming Bill
- Political Parties Regulation Bill
- Public Procurement Act (Amendment)
- Constitution (Amendment) Bill, plus Consequential Amendments
- Environment Management Bill
- Credit Reference Bureau (Amendment) Bill
- Payment Systems Bill
- Political Parties Regulation Bill
- Legal Education and Legal Practitioners Bill
- Land Bill
- Customary Land Bill
- Registered Land (Amendment) Bill
- Lands Acquisition (Amendment) Bill
- Land Survey Bill
- Physical Planning Bill
- Local Government (Amendment) Bill
- Mines and Minerals (Amendment) Bill
- Malawi Institute of Procurement and Supply Bill

### XV. Need for Comprehensive transformation and to enhance the democratic governance systems

#### The Commission noted that:

- Stakeholders emphasized that the problems in the public service were a mirror of how the values in the whole of society have declined in the last 20 years. The multi-party democratic dispensation since 1994 has resulted in the assertion of rights without corresponding values, obligations and responsibilities.
- There is therefore a need for comprehensive transformation, addressing issues not only in the public service but also the issues of ethics, values and responsibility in the whole of society.
- Stakeholders had also brought to the attention of the Commission the fact that having clocked 20 years in the democratic dispensation of Government, important lessons have been learned, through which we can enhance our democratic Governance infrastructure - laws, regulations and systems touching on the Constitution, electoral process and on governance issues more broadly.



**Accordingly the Commission noted and decided to the attention of the Nation and other Stakeholders; that whilst these recommendations came from the public and other stakeholders but they lie outside the scope of the Commission; nonetheless they are important for development and Nation building and they are therefore presented here as follows:**

- Develop programs, targeting all citizens, to address issues of standards, ethics, values and responsibility as a people of Malawi.
- Prioritizing the reform of the judiciary Likewise attention should be given to strengthening Parliament as well as Civil Society organizations and thus, reforming governance systems as a whole.
- Establish a National Planning Council / National Development Council
- Prohibit appointing Cabinet Ministers from Members of Parliament. Cabinet Ministers should be Technicians.
- Agree either a specified number or a specified range of advisors, which should be appointed by the President; and legislate this.
- Reform the diplomatic service into a career diplomatic service
- Rationalise and reform the roles of MPs, Chief and Councillors at the local government level. Specifically it was suggested that MPS should not be involved in the decision making process at local government level and there was need to trim the number of chiefs. (There are 43,000 chiefs on Government pay-roll).
- Delete the position of Second Vice President in the Constitution
- Agree either a specified number or a specified range of Presidential advisors, which should be appointed by the President; and legislate this. Their tenure should be aligned to the presidential term.
- Prioritize Bills dealing with Constitutional reforms, Electoral reforms and the reform Human Rights laws.
- Other Specific laws for which proritisation was requested included the following:
  - Access to Information Bill
  - NGO's Bill
- Tackle tendencies that hinder economic growth i.e. deliberate policy that limits the number of children per family, and excessive drinking of beer.
- All Senior Government Officers to utilise services in the country i.e. must send their children or wards to government schools or government hospitals.

#### *XVI. Ensuring successful implementation of the reforms*

**The Commission noted that:**

- Based on the experience of other countries, championship of the reforms at the highest level is critical for success; and that one of the reasons why previous reform efforts in the country had not been so successful was said to be lack of political will.
- Besides the President, consistent and unified messaging on reforms by all in the current administration would be essential for the reforms to gather real momentum and start making impact.
- Success symbols of the process as well as on the ground demonstrating tangible improvements in public service delivery to people will also help in wider acceptance of the need for and benefits of reform by the community.

- In the long run, continuous and sustained action will be needed to deliver real differences on the ground. There is therefore a need to commit to stay on the course in the long run.

**In order to deal with the above issues, the Commission recommended that:**

- His Excellency the President should be the sole sponsor of reforms at national level
- His Excellency the President should re-launch the Public Service Reform Programme in order to raise its profile and visibility and to have the whole nation rally behind the reform and transformation agenda
- On launching the program, that the President signs performance contracts with Ministers of the pioneering MDAs and publically declares the reform targets being pursued by the MDAs emphasizing success symbols on the ground.
- A permanent Public Service Reform Commission be created to ensure that the reforms are being monitored and evaluated and that there is continued momentum in the medium to long term.







# WAY FORWARD AND CONCLUSION

The Commission calls upon the State President to be the sole sponsor of the reforms programme at national level and Cabinet Ministers be sponsors in their respective ministries and departments. All other stakeholders are also called upon to rally behind this national agenda.

## 8.1 Way forward

A series of actions and activities will be undertaken to ensure sustainable implementation of reforms. These include:

### *I. Launch of the Reform Programme*

To drive Public Service Reforms at the requisite pace and give them political commitment at the highest level the President must give his personal attention and preside over the Reforms Programs. The Commission therefore, recommends that His Excellency Professor Arthur Peter Mutharika, President of the Republic of Malawi, launches the reforms agenda including the OPA in February 2015 and re-launches the Vision 2020 within 2015. This will be done in order to rally the people of Malawi behind these important programs as we continue with the quest to develop our country further.

### *II. Creation of a Permanent Public Service Reform Commission*

The Commission recommends the establishment of a Permanent Public Service Reform Commission to play the role of a sounding board and also oversight of the entire reforms agenda in the Public Service.

### *III. Creation of a Parliamentary Committee on Reforms*

In order to consciously and systematically create and build up political support and buy-in for PSR, the Commission recommends the Establishment of a Parliamentary Committee on Reforms.

### *IV. Action Plan*

The Action Plan tabulated below outlines key recommended reform areas, objective(s) for undertaking the specified reform areas, key indicators, key actions, timelines, and identifies the responsible officer for every key action.

The Implementation strategy recommended by the Commission is an incremental “Platform” approach aimed at getting the basics right and gradually proceeding to increased levels of complex issues. For example, a few Ministries have been selected as pilot for the organisation Performance Contracts.

#### 8.1.1 Action Matrix

ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
1	Shared vision for national transformation	To ensure that there is national development	Re-launching Speech	The President re-launches Vision 2020	By June, 2015.	Secretary to the Treasury
			Legislated National Development Plan	Develop and legislate a long term National Development Plan based on the National Vision	By June, 2016.	Secretary to the Treasury
2	Management of reforms.	To ensure reforms are sustainable and achieving the desired national development goals	Presidential National launch event of the reforms Action Plan	The State President launches the Reforms Programme;	11th February 2015	Chairperson of the Public Service Reform Commission
			Signed Performance Contracts	The State President signs OPAs with seven (7) selected Ministries and one Department.	11th February 2015	Chairperson of the Public Service Reform Commission
			Presidential and Ministerial statements on reforms	The President and Cabinet to consistently draw attention to and emphasise the reforms agenda at meetings	From February 2015	The President and Cabinet Minister
			Parliamentary oversight reports	Establish the Parliamentary Committee on Public Service Reform;	By March 2015	Speaker of Parliament
			Annual Reforms Management Reports;	Create a permanent Public Service Reform Commission by June 2015	From February, 2015	Chief Secretary to the Government

ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
			MDA implementation reports	MDAs preparing and implementing annual reform activities.	From February 2015	Controlling Officers and Chief Executives of MDAs
			1. MDA Reforms reports 2. Minutes of MDA Monthly Management meetings	Principal Secretaries championing reforms in MDAs	From February 2015	Chief Secretary to the Government
			MDA Reform Teams Reports	Establish 18 MDA reform Teams	From February, 2015	Controlling Officers
			Number of Reform Teams trained	Train all Reform Teams in Change Management	From February, 2015	PS Reforms
			Number of Change Management programmes conducted	MDIs conduct Change Management programmes	From February, 2015	Heads of MDIs
			Communication framework and strategy	Develop structured communication framework and strategy	By June, 2015.	PS Reforms
			Consolidated Development Partners (DPs) report on support provided to the reform agenda	DPs providing technical and financial support to Government's priority reforms areas	February 2015	Secretary to the Treasury
			Citizen's feedback on the role of Civil Society Organisations (CSOs) and Faith Based Organisations (FBOs) in promoting the Reforms Programme	MDA's holding meetings with relevant CSOs and FBOs conducting sensitization programmes to the public on the reform agenda	From February 2015	Chief Executives of CONGOMA, ECM, MCC, MAM etc.
			MDAs and Private sector holding annual review meetings on the implementation of reforms.	Private sector engaging government on the fulfilment of the reform agenda	From February 2015	Controlling Officers and Chief Executives of MDAs
			MDAs and CSOs and FBOs holding annual review meetings on the implementation of reforms.	CSOs and FBOs engaging government on the fulfilment of the reform agenda	From February 2015	PSs and CEOs of MDAs
			Citizens' Service Delivery Satisfaction Survey	Engaging citizens to demand and regularly give feedback on public service delivery	From February, 2015	Chief Executives of CONGOMA, ECM, MCC, MAM, CSOs, FBOs, Media

ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
3	Leadership and management Capacity building	To enhance leadership and management skills for the effective management of Institutions	Training Reports  Publicizing vacant positions Recruitment Reports	Train Senior Management in leadership skills  Implement a meritorious appointments systems for grades E and above	From February, 2015  From January 2015	Secretary for Human Resource Management and Development  Chief Secretary to the Government
			Enabling legal instrument	Establish Malawi School of Government to provide continuous essential training necessary for effective and efficient public service delivery	From February, 2015	Chief Secretary to the Government
			Training Reports	Conduct mandatory induction and orientation courses on Malawi Public Service	Since October, 2014	Secretary for Human Resource Management and Development
4	Ethics and work value system	To promote responsible behaviour and productive work culture	Training Reports  Survey Reports	Train Officers at all levels in Ethics and Integrity  Conduct annual perception surveys on ethical behaviours in the Public Service	Since March, 2014  Since March, 2014	Controlling Officers  PS Reforms
			Record of officers being rewarded or sanctioned	Reward Officers that demonstrate desired ethical and work values	From February, 2015	Controlling Officers
			Education curriculum	Introduce ethics education in all schools and colleges	From September, 2015	Ministry of Education, Science and Technology
5	Performance-based management	To improve productivity and accountability of public servants	Re-launch event  9 signed performance contracts between the President and Ministers	Re-launch of the OPA by the President to raise its profile and need for compliance  Ministers sign the performance contracts with the State President	11 February, 2015  11 February, 2015	Chairperson of the Public Service Reform Commission  Chairperson of the Public Service Reform Commission
			Integrated Performance Agreement Framework	Align and merge Organisation Performance Agreement (OPA) framework with the individual Performance Appraisal Framework	By June, 2015	Chief Secretary to the Government



ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
			Establishment Warrant	Merge the Organisation Performance Agreement management structures (PED and DHRMD)	By June, 2015	Chief Secretary to the Government
			Publicised MDA Quarterly and annual Organisational Performance Reports	Sign performance contracts between the President and Cabinet Ministers on an annual basis	From February 2015	Chairperson of the Public Service Reform Commission (but to be taken over by Secretary for Human Resource Management and Development)
			Develop individual performance contracts between specific reporting levels, based on agreed targets as per Annual Action Plans	From February, 2015	Secretary for Human Resource Management and Development	
			ISO 9001 implemented	Implement ISO 9001 Certification as an approved and integrated model for reform.	By June, 2016	Chief Secretary to the Government
6	Rightsizing the Public Service	To create appropriate organisation and staffing structures	Staff Returns	Rightsize the number of Principal Secretaries	From July, 2015	Chief Secretary to the Government
			List of deleted vacancies	Delete all posts which are no longer relevant in order to develop a lean and vibrant public service.	From February, 2015	Secretary for Human Resource Management and Development
			Established number of employees in position	Conduct a personnel audit in Civil Service	By June 2015	Secretary for Human Resource Management and Development
			Reviewed Mandates	Undertake review of MDA Mandates based on new Government structure	From February, 2015	Secretary for Human Resource Management and Development
			Revised Government Establishment	Undertake detailed staffing review at all levels and implement revised establishment numbers based on relevant mandates of MDAs	From July, 2015	Secretary for Human Resource Management and Development

ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
7	Conditions of service	To attract and retain human resources	Revised HRM&D Policy and Strategy document	Revise HRM&D Policy and strategy	By June, 2015	Secretary for Human Resource Management and Development
			Revised grading structure and pay structure and system	Implement new grading and pay systems: harmonizing salaries in the public service	By June, 2016	Secretary for Human Resource Management and Development
			Public Service Commission established	Harmonise Service Commissions	By June, 2015	Chief Secretary to the Government
			Two new multi-storey office buildings	Construct at least two multi-storey office buildings at Capital Hill	By June, 2017	Secretary for Lands, Housing, and Urban Development
			Monthly reports	Relocate MDAs offices to more appropriate and convenient buildings	From February, 2015	Secretary for Lands, Housing, and Urban Development
			Signage posts	Place a clear signage in all offices, starting with Capital Hill	From February, 2015	Chief Secretary to the Government
			Street name plates	Name and clearly mark all streets in Capital Hill	From February, 2015	Chief Secretary to the Government
			Accessibility facilities	Make all offices and their services more accessible to those with disabilities	From February, 2015	Secretary for Lands, Housing and Urban Development
8	Policy and legal frameworks for the management of the public service	To create a conducive policy and legal framework for effective management of the Public Service	Approved Public Service Management Policy by April, 2015	Cabinet approves the Draft Policy	By April, 2015	Chief Secretary to the Government
			The Public Service has a harmonious legislative management framework by June 2015	1. Amend the Public Service Act (1994) by June, 2015; 2. Amend relevant Sections of the Republican Constitution (1994) by June 2015;	From February, 2015 to February, 2016	Chief Secretary to the Government
			All relevant laws for effective management of the public service amended by February 2016	Amend other effective public service management enabling laws by February, 2016 <sup>1</sup>	From February, 2015	Controlling Officers

<sup>1</sup> Refer to Chapter 7 of this Report

ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
			Approved Policy	Finalise the State Corporation Policy	By June 2015	Comptroller of Statutory Corporations
			Law governing management of State Corporation	Amend relevant laws governing commercial parastatals	By February 2016	Comptroller of Statutory Corporations
9	Integrated Service Delivery	To enable citizens and customers a single access point to government information and service transactions under one roof, leading to enhanced service delivery	Pilot service centres in Blantyre and Mangochi Post Offices	Set-up Integrated pilot Service Centres in Post Offices	By March 2015	PS Reforms
			3 MITC Service centres in Lilongwe, Mzuzu and Blantyre	Set MITC One-stop service centres	By June 2015	Executive Director, MITC
10	Decentralisation	To promote local governance and bring services closer to the people	No. of approved Establishment Warrants (EWs) for individual Councils	Complete devolution of Human Resources to local Councils	By 2016	Secretary for Local Government
			No. of Councils receiving discretionary development funds directly from the Central Government/Treasury	Devolve Development budget to Councils	By September 2015	Secretary for Local Government
			Amended Local Government Act	Amend Local Government Act (LGA)	By January 2016	Secretary for Local Government
			Approved Integrated Rural Development Strategy (IRDS)	Finalise the Integrated Rural Development Strategy (IRDS)	By January 2016	Secretary for Local Government
11	Financial Management system	To minimize fraud and expedite timely payment	Reports on cash inflows and outflows by February 2015; Bank reconciliation Reports; Reports on interest paid and due.	Configure IFMIS to integrate all Government accounts.	By June, 2016	Secretary to the Treasury
			Audit reports; accumulation of arrears in MDAs reduced by June 2015; Audit and compliance issues followed by December 2015	Strengthen internal audit system in MDAs	By June, 2015	Secretary to the Treasury
			Rolling 3 months cash flow and monthly releases; Established end enhanced capacity for Cash Management Committee by December 2015	Improve the funding allocation and timing	From February, 2015	Secretary to the Treasury
12	E-Government	To modernize ICT systems, tools and processes to ensure effective delivery of services	10,000 Civil Servants with access to GoM internet/intranet by June 2016	Improve the GWAN infrastructure	From February, 2015	Secretary for E-Government
			Official Government emails	Enforce use of official Government emails for all government business	From February, 2015	Secretary for E-Government

ID	REFORM AREA	OBJECTIVE	KEY PERFORMANCE INDICATORS	KEY ACTIONS	TIMELINES	RESPONSIBLE OFFICER
			Electronic document management system; Fleet Management System and Monitoring and Evaluation System	Design and implement Electronic management systems	From February, 2015	Secretary for E-Government
			Integrated IFMIS system	Align the HRMIS, MALTIS, ASCYUDA to the IFMIS	By June, 2016	Secretary for E-Government
			Number of e-Visa based applications	Implement an e-Visa application system		Chief Immigration Officer
13	Public Private Partnership	To promote investment partnerships between government agencies and the private sector	Approved Policy	Finalise the State Corporation Policy	By June 2015	Comptroller of Statutory Corporations
			Law governing management of State Corporation	Amend Acts governing management of commercial parastatals	By February 2016	Comptroller of Statutory Corporations
			Number of Commercial parastatals entering into joint ventures	Initiate Commercial parastatal/Private sector joint ventures	From July, 2016	Chief Executive Officers of Commercial parastatals
			Number of non-core activities taken over by the Private sector	Undertake review of core and non-core MDA activities	From July, 2016	Chief Secretary to the Government

## 8.2 Conclusion

While the reforms document is a success at process level, the next stage is critical if we are to make a difference and live a different Malawi. Successful implementation of public service reforms will therefore depend on a number of factors. Key among these will be a shared national vision, high level political sponsorship, technical championship and ownership by all citizens, supported by own resource funding.

The Commission believes that a platform for successful implementation of reforms has been created through the wide and intensive consultative process that has been undertaken coupled with a “Quick Win” approach to the reforms agenda and the high level political sponsorship has been demonstrated by the State President, Prof Arthur Peter Mutharika, Cabinet Ministers, all political parties, the Judiciary, the National Assembly, CSOs, FBOS, the Private Sector, Development Partners and Public Servants. The State President’s approval of key reform areas in the course of the Commission’s work have made the preparation of the Report and Action Points much easier.

Reforming the Malawi public service is indeed not a matter of multiple choice but a journey that has to be travelled if we are to meet the desired goals of our Vision 2020. Since the train has left the station and it will only stop on the way to drop unwilling passengers and pick up new passengers on the reform journey, all Malawians of good will are called to jump on this train with an open mind set to transform Malawi.



# ORGANISATION PERFORMANCE CONTRACT



REPUBLIC OF MALAWI

## THE PRESIDENT AND MINISTRY OF FINANCE, ECONOMIC PLANNING AND DEVELOPMENT

PERFORMANCE CONTRACT BETWEEN  
HIS EXCELLENCY THE PRESIDENT  
AND THE MINISTER

PERIOD: FEBRUARY, 2015 TO DECEMBER, 2015





# Statement from His Excellency Prof. Arthur Peter Mutharika The President of the Republic of Malawi

The public service plays a key role in national development as it is the catalyst for a vibrant private sector which is the engine of the economy. However, the Public Service Reform Commission has received considerable evidence demonstrating shortcomings in the capacity and the delivery of public services. My Government believes that there is need for urgent and sustained reform to meet unprecedented challenges.

The use of Organisation Performance Agreements (OPAs) and the signing of the Performance contracts for targeted recommended reform areas will make a real difference and will provide positive model for other Government Ministries, Departments and Agencies. The quest to improving the quality of delivery of public service to better meet the needs of Malawians should be a norm in each and every Government Institution. This therefore, marks the beginning of a public service that is effective, efficient and ready to meet current and future challenges of our country.

My Government hereby, commits its total support to the Ministry by providing resources (financial, human and material) necessary for effective implementation of this agreement. We no longer have time to delay, therefore, Ministries as nerve centre of the Public Service should be in the forefront- to **'Make Malawi Work'** by ensuring that good performance is rewarded and poor performance is sanctioned appropriately.





# Ministerial Statement of Commitment

I, Hon. Goodall E. Gondwe, Minister of Finance, Economic Planning and Development commits myself to make sure that the proposed Government Reforms in my Ministry are successfully implemented.

The Ministry is aware that immediate priority for the Government of Malawi (GoM) is to improve financial controls and accountability in the public financial management (PFM) environment. Accordingly, the Ministry of Finance, Economic Planning and Development has developed a framework and roadmap for guiding improvements in Malawi's public financial management systems in the short-term. The Government's short-term focus recognizes the immediate need to address basic control weaknesses and also takes cognizance of the government's capacity to manage, achieve and sustain improvements in the public finance management.

I undertake to make sure that all stakeholders join hands in the implementation process to the satisfaction of all Malawians.

This Performance Contract (hereinafter referred to as "Contract") is entered into between the Government of the Republic of Malawi (hereinafter referred as GoM) represented by His Excellency the President of Private Bag 301, Capital City, Lilongwe 3, of the one part, and the Minister, Ministry of Finance, Economic Planning and Development of Private Bag 30049, Lilongwe 3, of the other part.

## **WHEREAS**

The Government is committed to ensuring that services in finance, economic planning and development are well managed, supported and are cost effective in delivering quality service to the public in line with provisions of the Constitution of the Republic of Malawi;

The GoM recognizes that Ministry of Finance, Economic Planning and Development holds a vital key to improving the formulation of economic and fiscal policies that seek to manage government financial and material resources.

The purpose of this performance contract is to establish the basis for ensuring efficient and effective services are delivered to Malawians in line with the provisions of the Constitution of the Republic of Malawi, the Public Service Act; Public Finance Management Act and Treasury Instructions; and by requiring the Ministry to raise standards of performance and behaviours of public servants within its jurisdiction for delivery of quality services. The Ministry will also focus on:

1. Ensuring that systems are established to ensure excellent financial management of services;
2. Ensuring professionalism and ethics in the Ministry is achieved and maintained;
3. Ensuring impartiality and fairness in the process of delivering finance, economic planning and development services;
4. Facilitating the institutionalization of a culture of accountability, integrity, transparency and promotion of values and principles in the Ministry;
5. Ensuring effective, efficient and responsible use of public resources, and

This contract therefore represents a basis for continuous improvement of services in the Ministry as Government endeavours to meet the needs and expectations of the Malawian people.

This contract forms the basis for the evaluation of the Ministry's agreed key performance indicators.

**Hon. Goodall E. Gondwe**

*Minister of Finance, Economic Planning and Development*

PART I:

## MANDATE, VISION, MISSION, AND STRATEGIC OBJECTIVES

### a) MANDATE

To formulate economic and fiscal policies that seek to manage government financial and material resources and provide strategic guidance on economic and development planning based on accurate and reliable statistics for attainment of socio-economic development.

### b) VISION

To achieve sustainable high economic growth, macroeconomic stability and sound financial management for socio-economic development; and provide reliable statistics.

### c) MISSION

To provide socio-economic policies based on high quality and timely statistics; mobilize and prudently manage public financial and material resources in order to achieve sustainable economic growth and development.

### d) STRATEGIC OBJECTIVES

1. Improved economic and financial sector policy for sustainable socio economic growth and development ;
2. Improved medium term planning, financial management and monitoring and evaluation system(s);
3. Improved resource mobilization, coordination and debt management;
4. Enhanced planning and coordination of social protection policies and programmes Improved production of reliable statistics; and
5. Improved institutional capacity and organizational efficiency and effectiveness of the Ministry.

PART II:

## COMMITMENTS AND RESPONSIBILITIES OF THE MINISTER

The Minister will:

1. ensure that the agreement is implemented within the stated deadline;
2. be responsible for the oversight in delivering the contract agreements from the Agent's point of view; and
3. provide policy guidance with regards to issues affecting implementation of the contract.

PART III:

## COMMITMENT AND OBLIGATION OF THE GOVERNMENT

Government is responsible for strategic direction, monitoring and oversee implementation of the agreement according to agreed schedules.

PART IV:

## FOCUS AREAS FOR REFORMS AND JUSTIFICATIONS

### 1. To Establish a functional internal audit system in order to ensure compliance with the Public Finance Management Act and Treasury Instructions

Though Malawi has a strong legal framework to govern public finance management, weaknesses have been observed with regards to adherence to the laws as spelt out in the Public Finance Management Act (2003) as well as Treasury Instructions 2013. The Ministry will concentrate on enhancing the performance of the internal audit function through:

- a. Engaging Private Auditors to work alongside the existing Internal Auditors in order to address capacity gaps.
- b. Refocusing Auditor's programmes to focus on auditing key controls and reports, bank reconciliation, and summary bank reports and IFMIS internal controls, and
- c. Strengthened Governance of the Internal Audit function through ensuring the effective functionality of the Independent Audit Committees.

### 2. Ensuring that IFMIS is fully configured to integrate all Government accounts, particularly the MG Account No. 1, the six operational accounts and the ways and means account.

The Ministry will configure all accounts into IFMIS including the MG Account No. 1, Public Debt accounts, and ways and means, as well as all other holding accounts. This is done to ensure that:

- a. Effective management of cash flows,
- b. Timely reporting on interest and capital elements paid and due,
- c. Daily reconciliations are done,
- d. Government is able to track transactions at all levels for timely decision making, and
- e. Timely delivery of public services.

The ministry will implement the new IFMIS platform by June 2016.

### 3. Ensure that funding to ministries, departments and agencies as well as payment systems are working efficiently.

The Government is supporting enhancement of the Government Wide Area Network for improved availability, accessibility and performance of the IFMIS at the MDAs. In this area the following initiatives are being done;

- a. Rehabilitation of GWAN fiber backbone to improve connectivity in MDAs for system availability and performance,
- b. Replacement of networking equipment (Local Area Network enhancement) in MDAs for reliable connectivity to support system availability and performance.
- c. Establish and Strengthen cash planning and Management through capacity building for the cash management Committee and Orientation of MDAs.



**PART V: OPERATIONAL MATRIX**

OUTPUT	KEY PERFORMANCE INDICATOR	TARGET	EXPECTED COMPLETION PERIOD	EXPECTED BENEFIT	CRITICAL SUCCESS FACTOR	RESPONSIBLE PERSON
Functional Internal Audit System	Accumulation of arrears in Ministries, Departments and Agencies reduced.	June, 2015	June, 2015	Fiscal discipline established	Recruitment of Private Auditors by March 2015.	PSA
	Audit and compliance Issues followed	March 2015	December 2015	Compliance culture established	Establishment of Independent Audit Committees	PSA
	Reward and sanction as per PFM Act	April 2015	December, 2015	Compliance of rules and laws	Enforcement of sanctions	ST
MG Account1 operational	Reports on cash inflows and outflows	February, 2015	February, 2015	Effective management of cash flows	Network availability, system performance effectiveness.	Budget Director, Accountant General
	Bank reconciliation Reports	Daily	continuous	Bank reconciliation done daily	IMF Technical Assistance in the country January 2015 Training of accounts staff	
Debt and Aid account operational	Reports on interest paid and due	Feb. 2015	Mar, 2015	Timely reconciliation, efficient and effective debt management	Operational debt and aid management system	Director Debt and Aid
	Capital element paid and due					
Ways and means operational	Daily cash position reports	June 2015	June 2015	Effective cash flow management	Network availability, system performance effectiveness	Director Debt and Aid
Enhanced current IFMIS- EPICOR performance	Performance reports	June 2015	June 2015	Timely delivery of public services	Network availability, Human Resource capacity	E-Government, Accountant General
New IFMIS platform	Signed contract	May 2015	May 2015	Reliable financial management reports	Network infrastructure, Human Resource capacity, financial resources	Treasury,
	New IFMIS operational	July 2016	June 2016			E-Government, Accountant General
Efficient funding systems to MDAs	Rolling 3 months cash flow and monthly releases	June 2015	December 2015	Predictable funding	MDAs Trained	Budget Director
	Established end enhanced capacity for Cash Management Committee	February 2015	December 2015	Predictability of allocations for MDAs to plan and limit expenditures to quarterly allocations	Trained Cash Management Committee	PSA

**PART VI: RESOURCE REQUIREMENTS**

OUTPUT	KEY PERFORMANCE INDICATOR	Financial Requirements	Sources of Funding
Functional Internal Audit System	Accumulation of arrears in Ministries, Departments and Agencies reduced.	K120.0 million	Financial Reporting and Oversight Improvement Project (FROIP) Multi Donor Trust Fund (MTDF) / Department
	Audit and compliance issues followed Reward and sanction as per PFM Act	K50.0 million	
		Not Applicable	FROIP Multi Donor Trust Fund/ Government
MG Account 1 Operational	Reports on cash inflows and outflows	K40.0 million	FROIP Multi Donor Trust Fund
	Bank reconciliation Reports	K40.0 million	FROIP Multi Donor Trust Fund
Debt and Aid account operational	Reports on interest paid and due Capital element paid and due	K50.0 million	FROIP Multi Donor Trust Fund
Ways and means operational	Daily cash position reports	K40.0 million	FROIP Multi Donor Trust Fund
Enhanced current IFMIS -EPICOR performance	Performance reports	K1.5 billion	Government
New IFMIS PLATFORM	Signed contract New IFMIS OPERATIONAL	K5.0 billion	FROIP Multi Donor Trust Fund / Government
Efficient funding systems to MDAs	Rolling 3 months cash flow and monthly releases	MK15.0 million	Government
	Established end enhanced capacity for Cash Management Committee	MK3.0 million	Government

PART VII:

**FREQUENCY OF MONITORING AND INFORMATION FLOW**

The Minister undertakes to prepare and submit quarterly performance and annual performance reports in the prescribed formats in accordance with the Performance Contracting Guidelines.

PART VIII:

**DURATION OF THE PERFORMANCE CONTRACT**

This Performance Contract will run for the period from February, 2015 to December 2015.

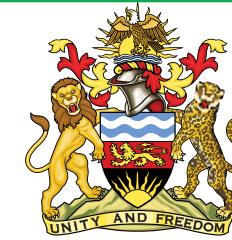
Signed:

..... Date: .....

**HIS EXCELLENCY PROFESSOR ARTHUR PETER MUTHARIKA,**  
PRESIDENT OF THE REPUBLIC OF MALAWI.

..... Date: .....

**Honourable Goodall E. Gondwe**  
MINISTER OF FINANCE, ECONOMIC PLANNING AND DEVELOPMENT



REPUBLIC OF MALAWI

**THE PRESIDENT AND  
MINISTRY OF INFORMATION,  
TOURISM AND CULTURE**

PERFORMANCE CONTRACT BETWEEN  
HIS EXCELLENCY THE PRESIDENT  
AND THE MINISTER

**PERIOD: FEBRUARY, 2015 TO DECEMBER, 2015**







# Statement from His Excellency Prof. Arthur Peter Mutharika The President of the Republic of Malawi

The public service plays a key role in national development as it is the catalyst for a vibrant private sector which is the engine of the economy. However, the Public Service Reform Commission has received considerable evidence demonstrating shortcomings in the capacity and the delivery of public services. My Government believes that there is need for urgent and sustained reform to meet unprecedented challenges.

The use of Organisation Performance Agreements (OPAs) and the signing of the Performance contracts for targeted recommended reform areas will make a real difference and will provide positive model for other Government Ministries, Departments and Agencies. The quest to improving the quality of delivery of public service to better meet the needs of Malawians should be a norm in each and every Government Institution. This therefore, marks the beginning of a public service that is effective, efficient and ready to meet current and future challenges of our country.

My Government hereby, commits its total support to the Ministry by providing resources (financial, human and material) necessary for effective implementation of this agreement. We no longer have time to delay, therefore, Ministries as nerve centre of the Public Service should be in the forefront- to **'Make Malawi Work'** by ensuring that good performance is rewarded and poor performance is sanctioned appropriately.



# Ministerial Statement of Commitment

I, Kondwani Namkumwa, M.P, Minister of Information, Tourism and Culture commits myself to make sure that the proposed Government Reforms in my Ministry are successfully implemented.

I undertake to make sure that all stakeholders seriously join hands in the implementation process to the satisfaction of all Malawians. In order to ensure that the department delivers its expected outputs, I will provide oversight and leadership role for effective implementation of activities; and lobby for needed resources from the Central Government.

This Performance Contract (hereinafter referred to as “Contract”) is entered into between the Government of the Republic of Malawi (hereinafter referred as GoM) represented by His Excellency the President of Private Bag 301, Capital City, Lilongwe 3, of the one part, and the Minister, Ministry of Information, Tourism and Culture of Private Bag 310, Lilongwe 3, of the other part.

## **WHEREAS**

The Government is committed to ensuring that e-Government services are well managed, supported and are cost effective in delivering quality service to the public in line with provisions of the Constitution of the Republic of Malawi;

The GoM recognizes that Ministry of Information, Tourism and Culture through E-Government Department holds a vital key to improving the development and utilization of ICT in Malawi and thereby, ensuring the delivery of innovative and efficient e-government solutions and services for the improvement of delivery of public services and maximizing impact of ICTs on the achievement of MGDS goals and MDGs.

The purpose of this performance contract is to establish the basis for ensuring innovative and efficient e-Government Services are delivered to Malawians in line with the provisions of the Constitution of the Republic of Malawi, and the Public Service Act; and by requiring the Ministry to raise standards of performance and behaviours of public servants within its jurisdiction for delivery of quality services. The Ministry will also focus on:

1. Ensuring that systems are established to ensure equality of all users of e-Government services;
2. Ensuring professionalism and ethics in the Ministry is achieved and maintained;
3. Ensuring impartiality and fairness in the process of e-Government services delivery;
4. Ensuring continuity of e-Government services under all circumstances;
5. Facilitating the institutionalization of a culture of accountability, integrity, transparency and promotion of values and principles in the Ministry; and
6. Ensuring effective, efficient and responsible use of public resources.

This contract therefore represents a basis for continuous improvement of e-Government services as Government endeavours to meet the needs and expectations of the Malawian people.

This contract forms the basis for the evaluation of the Ministry’s agreed key performance indicators.

**Hon. Kondwani Namkumwa, MP**  
 Minister of Information, Tourism and Culture



PART I:

## MANDATE, VISION, MISSION, AND STRATEGIC OBJECTIVES

### a) MANDATE

To lead, coordinate and manage ICT development at all levels, including the delivery of innovative and efficient e-government solutions and services for the improvement of delivery of public services and maximizing impact of ICTs on the achievement of MGDS goals and MDGs.

### b) VISION

Innovative and efficient e-Government Services.

### c) MISSION

To provide innovative and efficient ICT products to the public through results-oriented leadership, coordination and management of national ICT development and utilization in order to accelerate poverty reduction.

### d) STRATEGIC OBJECTIVES

1. To improve e-Services and ICT infrastructure
2. To improve ICT governance
3. To develop innovative ICT solutions
4. To improve management and support services.
5. To improve ICT monitoring and evaluation
6. To increase numbers, knowledge and skills of ICT professionals on the market

PART II:

## COMMITMENTS AND RESPONSIBILITIES OF THE MINISTER

In order to ensure that the department delivers its expected outputs in the reforms, the Minister of Information, Tourism and Culture commits to do the following:

1. Provide oversight and leadership role for effective implementation of activities
2. Lobbying for needed resources from the Central Government

PART III:

## COMMITMENTS AND OBLIGATIONS OF THE GOVERNMENT

In order for the department of E-government to perform effectively, efficiently and contribute to the reform process, the government commits to do the following:

1. Ensure that there is political will on the part of government- to create conducive environment that will enable the department to deliver.
2. Providing adequate financial resources.
3. Ensure that the key ICT laws (e-transaction and Communication bills) are enacted which will create a conducive legal platform for acceleration of ICT development.

PART IV:

## FOCUS AREAS FOR REFORMS AND JUSTIFICATION

### 1. To improve e-Services and ICT infrastructure

A robust ICT infrastructure will provide a backbone for all e-government systems such as IFMIS, HRMIS, MALTIS and other related systems.

### 2. To improve ICT governance

Improved ICT governance will provide a conducive legal framework/environment for acceleration of e-service delivery.

**PART V: OPERATIONAL MATRIX**

NO.	OUTPUT	KEY PERFORMANCE INDICATORS	TARGET	EXPECTED COMPLETION PERIOD	EXPECTED BENEFIT	CRITICAL SUCCESS FACTORS	RESPONSIBLE PERSON
<b>REFORM OUTCOME 1. Improved e-Services</b>							
<b>OUTCOME TARGET 1.1 Computer Systems and Websites Developed</b>							
1.1.1	Computer Systems Developed	3 Computer Systems Developed	1. Developed Electronic Document Management System	June 2015	Reduced cost of stationery. Improve security of government documents and ease of access to government document by authorised users	Goodwill from key stakeholders. Funds availability	Secretary for Information, Tourism and Culture
			2. Developed Monitoring and Evaluation System	December 2015	Monitoring and evaluation of critical activities in ministries and departments	Goodwill from key stakeholders. Availability of funds to develop and implementation	Secretary for Information, Tourism and Culture
			3. Developed Fleet Management System	June 2015	Improved management of government fleet. Repository for all government fleet	Support from key stakeholders. Funds availability	Secretary for Information, Tourism and Culture
1.1.2	Support to Development/procurement of Computer Systems by Ministries and Departments with the objective of providing ICT Technical Advice	Support to Development of 3 Computer Systems Provided	Provided support to the development of the following 3 Systems: 1. Electronic National Registration System	December 2015	NRIS will help in curbing issues such as fraud, impersonification, credit default, ghost workers, child labour and human trafficking. It will also enhance internal and external security checks, management of deceased estates, targeted development and relief programmes such as the Farm Input Subsidy Programme (FISP), Disaster Preparedness Management. The system will improve voter registration, juvenile justice and overall national planning for socio-economic development	Availability of resources to implement the project	Secretary for Information, Tourism and Culture
			2. Personal Property Collateral Registry System for Registrar General/Ministry of Trade	December 2015	Ensure that the procurement of the systems is in line with Public ICT Standards and Guidelines, best practice as well to ensure the systems are implemented as per user requirements.	Goodwill and Cooperation from key stakeholders. Availability of resources to implement the project	Secretary for Information, Tourism and Culture
			3. Case Management System for Ministry of Justice	December 2015			

1.1.3	Websites developed/enhance	20 Websites Developed/enhanced	1. Developed and enhanced websites for all ministries.	December 2015	Availability of key information to the public. Improve transparency	Cooperation of key stakeholders (MDAs). Funds availability to train content managers to manage website	Secretary for Information, Tourism and Culture
			2. Enhanced malawi.gov.mw so as to provide services to the public online	December 2015	Improve public service delivery	Cooperation from institutions that offer public services. Funds availability for development of web applications.	Secretary for Information, Tourism and Culture
<b>OUTCOME TARGET 1.2 Government Wide Systems Maintained and Supported</b>							
1.2.1	Government-wide Systems maintained, supported	Well functioning Human Resource Management Information System, Integrated Financial Management Information System and e-VISA	Provided support to the following Government Wide Systems 1. Human Resource Management Information System 2. Integrated Financial Management System (Budget Module, Funding Module, Inventory, Financials) 3. E-Visa System at Immigration 4. Film Classification System- Censorship Board	December 2015	To ensure that the Government Wide Systems are always available, secure and operating optimally. To ensure sustainability of the systems by reducing government costs that are incurred through outsourcing of support service as well	Capacity development of the staff to provide the requisite support. Funds availability	Secretary for Information, Tourism and Culture
<b>REFORM OUTCOME 2. Improved ICT Infrastructure</b>							
<b>OUTCOME TARGET 2.1 ICT Infrastructure enhanced</b>							
2.1.1	e-communication services provided to public servants	10,000 civil servants accessing GWAN	10,000 public servants accessing GWAN facilities, an increasing from the current 4100	July 2015	Improved communication within government. Improved security of information. Reduced cost of e-services from outsourcing.	Cooperation from key stakeholders. Availability of resources. Human capacity development	Secretary for Information, Tourism and Culture
		Voice over IP (VOIP) and video conferencing implemented on GWAN	Piloted VOIP at Ministry of Information and Department of e-Government	July 2015	Reduced travel cost. Speedy communication	Human capacity development. Availability of resources	Secretary for Information, Tourism and Culture
2.1.2	Government Wide Area Network maintained	100% Percentage increase in Network uptime	Network uptime increased to 100% GWAN users' satisfaction increased by 50% from base satisfaction level	July 2015	Reduced travel cost. Speedy communication	Intermittent power supply. Availability of good infrastructure. Funds availability	Secretary for Information, Tourism and Culture
2.1.3	Government Wide Area Network rolled out to Government Buildings	Number of buildings connected to GWAN	Extended Government Wide Area Network (GWAN) to all government offices in Lilongwe District	December 2015	Reduced travel cost. Speedy communication.	Availability of good infrastructure. Funds availability	Secretary for Information, Tourism and Culture
2.1.4	Fibre Backbone from Karonga to Mchinji via Lilongwe Constructed	Number of Districts/Drop off Points Connected	Layed fiber backbone from Karonga to Mchinji via Lilongwe	June 2015	Reduced internet cost to public. Speedy communication.	Availability of resources. Capacity development	Secretary for Information, Tourism and Culture



REFORM OUTCOME 3 Improved ICT Governance							
OUTCOME TARGET 3.1 ICT Legal Framework Adopted							
3.1.1	e-transaction law enacted	1 e-transaction law enacted	e-Transactions Bill enacted by Parliament	February 2015	Protect the public from criminality that happen online and over the internet; maintain a secure space where data and intangible money could be stored, shared, legally and securely transferred; address treatment of electronic evidence; develop modern information society.	Legislative support to enact the bill. Executive support to implement the bill.	Secretary for Information, Tourism and Culture
REFORM OUTCOME 4 Increased numbers, knowledge and skilled professionals							
OUTCOME TARGET 4.1 ICT Literacy Enhanced							
4.1.1	ICT Common Service Staff Trained	75% of Staff Trained	Trained ICT Common Service Staff in various ICT Professional Courses to ably manage ICT Systems as per the Department's Training Plan	October 2015	Improved public service delivery.	Adequate financial resources.	Secretary for Information, Tourism and Culture
4.1.2	Mass ICT Literacy conducted	52000 Public Servants trained in effective use of ICT	Train Medium level (P5 – P3) Public Servants in Introduction to Microcomputers Train Senior level Public Servants (PSs, Directors) in Introduction to Microcomputers	December 2015	To enable public servants enhance their ICT literacy and competency level to all level sufficient for their effective utilization of ICTs in their performance of public duty.	Adequate financial resources.	Secretary for Information, Tourism and Culture
		370000 General Public Train in effective use of ICT	Trained 37000 general public in effective use of ICT	December 2015	Enable all citizens to use government to citizen or citizen to government electronic services.  enable all citizens to use business to citizen or citizen to business services, for instance, use of auto teller systems  Enable those pursuing ICT profession, to enhance their foundation.	Adequate financial resources.	Secretary for Information, Tourism and Culture

**PART VI: RESOURCE REQUIREMENTS**

2014/15 ORT Budget	K113,945,252.00
2014/15 Development Budget	K200,000,000.00
Off Budget	K2,529,904,748.00
<b>Total</b>	<b>K2,843,850,000.00</b>
RCIP	K2,559,900,000.00
<b>GRAND TOTAL</b>	<b>K5,403,750,000.00</b>

**PART VI:**

**RESOURCE REQUIREMENTS**

The following are areas of challenge that might affect the successful implementation of the reform areas:

- a) **Financial Capacity** – There will be need to provide the Department with adequate financial resources as required to carry out the outlined activities.
- b) **Human Resource Capacity**
  - i. ICT Expertise – There is a limited number of ICT expertise in the department as well as limited ICT Knowledge. The department has therefore put in place measures to address this challenge such as implementing its Training Plan using Chancellor College as provider of the training
  - ii. ICT Literacy amongst the General Public and Public Servants Need for the department to embark on mass ICT Literacy training for the public.
    - There is a low level of ICT Literacy in the General Public at large and the Public Servants and this will contribute to the low uptake of the e-Services being envisaged.

**PART VII:**

**FREQUENCY OF MONITORING AND INFORMATION FLOW**

The Minister undertakes to prepare and submit quarterly performance and annual performance reports in the prescribed formats in accordance with the Performance Contracting Guidelines.

**PART VIII:**

**DURATION OF THE PERFORMANCE CONTRACT**

This Performance Contract will run for the period from February, 2015 to December 2015.

Signed:

..... Date: .....

**HIS EXCELLENCY PROFESSOR ARTHUR PETER MUTHARIKA,**  
PRESIDENT OF THE REPUBLIC OF MALAWI.

..... Date: .....

**Honourable Kondwani Namkumwa, MP**  
MINISTER OF INFORMATION, TOURISM AND CULTURE

**ANNEX 2:**

# LIST OF STAKEHOLDERS CONSULTED

List of Stakeholders during Consultations with the Public Service Reform Commission

## Private Sector

1.	Mr. Evans Matabwa	-	Auction Holdings Limited
2.	Mr. Limbani Kakhoma	-	JTI
3.	Mr. Kassim Geresu	-	Malawian Airlines
4.	Mr. Patrick D. Mhango	-	Press Trust
5.	Mr. Rod Hagger	-	Limbe Leaf
6.	Mr. Hugh Saunders	-	Alliance One
7.	Mrs. Candida Nakhumwa	-	Farmers Union of Malawi
8.	Mr. Dyborn Chibonga	-	NASFAM
9.	Mr. Heiko Schittle	-	Airtel
10.	Mr. Wilson Moleni	-	Opportunity Bank International
11.	Malekano D. Banda	-	World Changers Building Contractors
12.	Charles Kambauwa	-	Ministry of Industry and Trade
13.	Kayisi Sodala	-	MSB
14.	Jimmy Lipunga	-	PPPC
15.	Upile Chiwanda	-	Electricity4 all
16.	Clement kumbemba	-	MITC
17.	Karl Chokoto	-	MICCC
18.	Arthur L. Chirwa	-	MCCCI
19.	Bywell Chiwoni	-	United General Insurance (UGI)
20.	Madalitso Mmeta	-	M&M global Law Consultants
21.	Anorld Mbwana	-	TNM
22.	John Mathandalizwe	-	Leopard Match
23.	Nargis Khan	-	G4S
24.	Abdul Rehman	-	Cotton Ginnery Africa
25.	Amos Chipungu	-	Great Lakes Cotton
26.	Gibson m. Mbewe	-	
27.	Vera Zulu	-	Nedbank
28.	Jayne Gogodus	-	MBC
29.	Victor Pota	-	MBC
30.	Chipiliro Mtumodzi	-	MBC
31.	Bester Nyangwa	-	MBC
32.	Kambani Banda	-	Times TV
33.	Emmanuel Chibwana	-	ZBS
34.	Ephraim Nyondo	-	The Nation

35.	Moses Chitsulo	-	Times Group
36.	Grace Phiri	-	FM101
37.	Andrew Ngomwa	-	Medical Aid Society of Malawi
38.	Audrey Mwala	-	The Public Private Part
39.	Thomas J. Kadantoti	-	First Merchant Bank
40.	E. Kadango	-	Petroleum Importers
41.	Misheck Esau	-	CDH Investment Bank
42.	Prof. M. Chikaonda	-	Press Corporation
43.	Newton Kambala	-	Mkaka Construction
44.	Philip Madinga	-	FDH Bank
45.	C.L. Kaferapanjira	-	MCCCI
46.	L.J. Nchembe	-	ESCOM
47.	E.B Sitolo	-	ESCOM
48.	Evans Msiska	-	ESCOM
49.	Nikhil Kumar	-	Universal Industries Ltd
50.	Tione Kaonga	-	Umodzi Consulting
51.	Wise Chauluka	-	Chibuku Products
52.	Mabvuto Khoza	-	Bollore Africa
53.	Joseph Bapu	-	Bluezone Limited Co.
54.	Fosters Kalaile	-	Business Partners
55.	D. Chokazinga	-	Malawi Bureau of Standards
56.	Frank Chantaya	-	Standard Bank
57.	Kassam Okhai	-	Gestener Ltd
58.	Dumisani Chisala	-	Chemicals & Marketing
59.	Clara Malunga	-	Great Lakes Cotton Company
60.	George Nnesa	-	ICL

## Parastatal Organisation

1.	Mr. D. Chokazinga	-	Malawi Bureau of Standards
2.	Mr. F.E. Sikwese	-	Malawi Bureau of Standards
3.	Mr. Steve Kamuloni	-	Malawi Bureau of Standards
4.	Mr. Andrew Kumbatira	-	Malawi Posts Corporation
5.	Mr. Chiusiwa	-	Malawi Posts Corporation
6.	Mr. Titus Mtegha	-	Northern Region Water Board
7.	Mr. Charles Nsaliwa	-	Malawi Communications Regulatory Board
8.	Mr. Ben Chitsonga	-	Malawi Communications Regulatory Board
9.	Mr. Clement Kumbemba	-	MITC
10.	Mr. Master M. Maliro	-	Malawi Gaming Board

## Non-Governmental Organisation

1.	Ms. Mervis Maliketi	-	Economic Association of Malawi
2.	Mr. Thomas Munthali	-	Economic Association of Malawi
3.	Mr. Dalitso Kubalasa	-	Malawi Economic Justice Network
4.	Mr. Simekina Kaluzi	-	Council for Non-Governmental Organisations



5. Mr. Servance Sakala - Civil Servants Trade Union
6. Mr. Madalitso Njolomole - Civil Servants Trade Union
7. Mr. Charles Kumchenga - Teacher's Union of Malawi
8. Mr. Denis Kalekeni - Teachers Union of Malawi
9. Rev. Felix Chingota - Public Affairs Committee
10. Bishop Matonga - Council of Churches

### Oversight Bodies

1. Ambassador Mrs. Sophie Kalinde - Malawi Human Rights Commission
2. Mrs. Grace T. Malera - Malawi Human Rights Commission
3. Justice T. Chizumila(Rtd) - Ombudsman
4. Mr. Steve Kamphasa - Auditor General

### Training Insitutions

1. Prof. Lewis Dzimbiri - Chancellor College
2. Mr. Precious Givah - Malawi Institute of Management
3. Dr. Margaret Sikwese - Malawi Institute of Management
4. Mr. Owen Mutega - Staff Development Institute
5. Prof. Ridley - University of Mzuzu
6. Prof, George Kanyama-Phiri - Lilongwe University of Agriculture and Natural Resources
7. Prof. Address Malata - Kamuzu College of Nursing

### Political Parties

1. Hon. Dr. Lazarus Chakwera, M.P - President , Malawi Congress Party
2. Hon. Joseph. R. Njobvuyalema M.P.- Malawi Congress Party
3. Hon. Jessie Kabwila M.P. - Malawi Congress Party
4. Hon. Patricia Mkanda M.P - Malawi Congress Party
5. Mr. Kandi Padambo - United Democratic Front
6. Mr. Ibrahim Matola M.P. - People Party
7. Mr. George Zulu - Peoples Party
8. Mai M'busa Helen Singh - President , United Party
9. Mr. Mark Katsonga - President , PPM
10. Mr. Wellington Chatepa - PPM
11. Hon. Davies Katsonga, MP. - Chipani cha Pfuko
12. Prof. John Chisi - President, Umodzi Party
13. Mr. Lester Chikoya - National Salvation Front
14. Mr. Kamuzu Chibambo - President , PETRA
15. Mr. George Mnesa - President, MAFUNDE

### Cabinet Ministers

1. Hon. Goodall Gondwe - Minister of Finance, Economic Planning and Development
2. Hon. Dr George Chaponda M.P. - Minister of Foreign Affairs and International Cooperation
3. Hon. Henry Mussa M.P. - Minister of Labour and Man Power Development
4. Hon. Dr. Jean Kalirani, M.P. - Minister of Health
5. Hon. Mrs. Patricia Kaliati, MP - Minister of Gender, Children, Disability and Social Welfare
6. Hon. Dr. Emmanuel Fabiano M.P. - Ministry of Education, Science and Technology
7. Hon. Atupele Muluzi, mp - Minister of Natural Resources, Energy and Mining
8. Hon. Joseph Mwanamveka, MP - Minister of Education, Science and Technology
9. Hon. Bright Msaka - Minister of Lands, Housing and Urban Development
10. Hon. Francis Kasaila M.P. - Minister of Transport and Public Works
11. Hon. Paul Chibingu - Minister of Home Affairs and Internal Security
12. Hon. Tarsizio Gowelo M.P. - Minister of Local Government and Rural Development
13. Hon. Jappie Mhango, MP - Deputy Minister of Defence
14. Hon. Vincent Ghambi, MP. - Deputy Minisster of Education, Science and Technology

### Parliament

1. Right Honourable Richard Msowoya, MP - Speaker of the National Assembly
2. Mr. Roosevelt Gondwe - Clerk of Parliament

### Judiciary

1. Her Lordship the Chief Justice Mrs Anastasia Msosa
2. Justice Healy Potani
3. Justice Sunduzwayo Madise
4. Justice E. Chombo
5. Mr. Joseph Chigona - Registrar of the Supreme and High Courts

### Government Officials

1.	Mr. Willie Samute	-	Office of the President and Cabinet	30.	Mr. Ben Botolo	-	Ministry of Mining, Energy and Natural Resources
2.	Mr. Sam Madula	-	Department of Human Resource Management and Development	31.	Mr. Lewis Mhango	-	Ministry of Mining, Energy and Natural Resources
3.	Mr. Dickson E. Chunga	-	Civil Service Commission	32.	Mr. T.E Makhambera	-	Ministry of Mining, Energy and Natural Resources
4.	Mrs. Janet Banda	-	Ministry of Justice and Constitutional Affairs	33.	Mr. A.M Kamperewera	-	Ministry of Mining, Energy and Natural Resources
5.	Dr. Ronald Mangani	-	Ministry of Finance, Economic Planning and Development	34.	Mr. C.E Kaphwiyo	-	Ministry of Mining, Energy and Natural Resources
6.	Mr. Thomas Makiwa	-	Ministry of Finance, Economic Planning and Development	35.	Mrs. Olive Chikankheni	-	Department of E-Government
7.	Mr. David B. Kandoje	-	Ministry of Health	36.	Mr. Kester E. Kaphaizi	-	Ministry of Local Government and Rural Development
8.	Dr. Charles Mwansambo	-	Ministry of Health	37.	Mrs. Dorothy Banda	-	Ministry of Local Government and Rural Development
9.	Mrs. Gertrude Hiwa	-	Law Commission	38.	Mr. Duncan Chione	-	Ministry of Local Government and Rural Development
10.	Mr. Patrick Kabambe	-	Ministry of Labour and Manpower Development	39.	Mr Kiswelll Dakamau	-	Ministry of Local Government and Rural Development
11.	Mr. Randson Mwadiwa	-	Office of the President and Cabinet, Performance Enforcement Development	40.	Mr. Francis Zhuwao	-	Ministry of Local Government and Rural Development
12.	Dr. MacPhail Magwira	-	Ministry of Defence	41.	Mr. Lawrence Makonokaya	-	Ministry of Local Government and Rural Development
13.	Mr. Stuart Ligomeka	-	Ministry of Local Government and Rural Development	42.	Mrs. Joyce Somanje	-	Ministry of Local Government and Rural Development
14.	Mr. Zanga Chikhosi	-	Department of Statutory Corporations	43.	Mr. Emmanuel Bambe	-	Ministry of Local Government and Rural Development
15.	Mr. Felix C. Tukula	-	Ministry of Lands, Housing and Urban Development	44.	Mrs. Lonely Magreta	-	Ministry of Education, Science and Technology
16.	Mr. Bestone Chisamile	-	Ministry of Home Affairs and Internal Security	45.	Mr. C.P. Msosa	-	Ministry of Education, Science and Technology
17.	Mr. Francis Chinsinga	-	Ministry of Home Affairs and Internal Security	46.	Ms. Thoko Banda	-	Ministry of Education, Science and Technology
18.	Mr. Hudson Mankhwala	-	Department of Immigration	47.	Mr. Victor Lungu	-	Ministry of Education, Science and Technology
19.	Mrs. Fletcher Nyirenda	-	Department of Immigration	48.	Mrs. C.C Mussa	-	Ministry of Education, Science and Technology
20.	Mrs. Annie Kaonga	-	Department of Immigration	49.	Mr. R.Z.G Agabu	-	Ministry of Education, Science and Technology
21.	Mr. Peter Chitedze	-	National Registration Bureau	50.	Mr. H.E.L. Kaludzu	-	Ministry of Education, Science and Technology
22.	Ms. Sophie Kang'oma	-	National Registration Bureau	51.	Mr. K.W. Nsandu	-	Ministry of Education, Science and Technology
23.	Mr. F.G. Mangani	-	Ministry of Lands, Housing and Urban Development	52.	Mr. Rabson Madi	-	Ministry of Education, Science and Technology
24.	Mr. H.J.K Chiudzu	-	Ministry of Lands, Housing and Urban Development	53.	Dr. Rodrick Nthengwe	-	Ministry of Education, Science and Technology
25.	Mr. G.L. Nthachi	-	Ministry of Lands, Housing and Urban Development	54.	Mr. Owen Wanda	-	Ministry of Education, Science and Technology
26.	Dr. Dalitso Kabambe	-	Ministry of Health	55.	Mr. William Lapukeni	-	Ministry of Education, Science and Technology
27.	Mr. Chris V. Kangombe	-	Ministry of Health	56.	Mr. Manfred Ndovi	-	Ministry of Education, Science and Technology
28.	Mr. Ronald Mangani	-	Ministry of Finance, Economic Planning and Development	57.	Mr. Ashan Kapulula	-	Ministry of Education, Science and Technology
29.	Mr. Twaib Ali	-	Ministry of Finance, Economic Planning and Development	58.	Mr. Gerald Viola	-	Ministry of Information and Civic Education
				59.	Mr. M. Chitimbe	-	Ministry of Transport and Public Works
				60.	Mr. John. B.M. Phiri	-	Ministry of Transport and Public Works
				61.	Mr. Joseph Magwira	-	Ministry of Transport and Public Works
				62.	Mr. Laston Makuzula	-	Ministry of Transport and Public Works
				63.	Mr. Stephen Jomo Mkandawire	-	Ministry of Transport and Public Works
				64.	Mr. Goeffrey Magwede	-	Ministry of Transport and Public Works
				65.	Mr. Alfred Mtilatila	-	Ministry of Transport and Public Works
				66.	Mr. Rey C. Msamu	-	Ministry of Transport and Public Works
				67.	Mr. Kelvin Mphonda	-	Ministry of Transport and Public Works



68. Mr. Lawrence Useni - Ministry of Transport and Public Works
69. Mr. James Ali - Ministry of Foreign Affairs and International Cooperation
70. Mr. Warren Gunada - Ministry of Foreign Affairs and International Cooperation

### Councils

1. Mr. Ted Nandolo, Blantyre City Council
2. Mr. T. Chirwa, Mzuzu City Council
3. Mr. Mulula, Lilongwe City Council

### Development Partners

1. Michael Nevine - British High Commission
2. Mia Seppo - United Nations Development Programme
3. Alfred Nyasulu - German International Cooperation
4. Fenwick Kamanga - African Development Bank
5. P.K. Subramanian - World Bank
6. Edward doan-Okere - World Bank
7. James Sherry - Embassy of Ireland
8. Finn Peterson - Embassy of Ireland
9. Stephanie Funk - USAID
10. A. Mwaba - AFDB
11. Carol Flore-Smerezniak - UNDP
12. Dr. Ernest Misomali - UNDP



**Public Sector Reforms Management Unit  
Office of the Vice President  
P.O Box 30399  
Lilongwe 3  
Malawi**

