

United Nations Development Programme Angola



# Civil Service Reform in Angola

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Southern Africa Sub-Regional Resource Facility (SURF)

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UNDP-Angola

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## 1. Introduction

In a workshop organized by the Southern Africa Sub-Regional Resource Facility (SA SURF) in Harare in January 2002, a group of Governance Focal Points (GFPs) prepared a draft agenda for a pilot phase of the Democratic Governance Practice in the Southern Africa sub-region.

The Democratic Governance Practice Agenda is composed of three core components: (a) building a community of practitioners, (b) encouraging knowledge codification, and (c) strengthening partnerships.

The GFPs selected four priorities for enhanced knowledge codification by UNDP country offices in the sub-region. Lesson learnt from civil service reforms was identified as one of these corporate priorities. To create an enabling environment for enhanced knowledge codification in UNDP, the SA SURF initiated a Fellowship Programme where country office staff can spend some time in the SURF to codify lessons

learned from governance-related experiences at the national level.

The overall objective of the Fellowship Programme is to promote a culture of knowledge codification in UNDP by creating an opportunity for in-house staff to reflect on the results, the impact and the lessons learned from national initiatives to strengthen governance.

This paper on Lessons Learnt from Civil Service Reform in Angola is the product of a SURF Fellowship from 15<sup>th</sup> October to 7<sup>th</sup> November 2002. It focuses particularly on the experience of the Government of Angola since independence in 1975 in undertaking reform of human resources management practises in the public sector.

The paper also attempts to review the provisions of Codes-of-Conduct for public servants in selected countries, namely, South Africa, Malaysia, Australia, Canada and New Zealand.

I would like to thank the SA SURF for this opportunity to reflect on the Angolan experience in civil service reform. My main advisor in the preparation of the paper was Mr. Kristinn Sv. Helgason, Policy Adviser, Institutional Development Group, Bureau for Development Policy, UNDP. I am also much grateful to the SURF Co-ordination Unit for all the support rendered to me during my fellowship in Harare.

It is very much hoped that this paper will make a contribution to the ongoing debate on public sector reform in Angola.

2. Employment structure prior to reform  
At Angola's independence in November 1975, the majority of senior and experienced staff working in the colonial administration left the country, creating a profound institutional void at policy, organizational and human resources management levels.

The new Government that came to power in 1975 began by abolishing the legislation governing

employment in the public service, namely, the "Estatuto do Funcionalismo Ultramarino", which established clear distinction between different categories of staff in public administration.

Instead, the socialistic economic policies pursued by the Government at independence meant that the state was the sole provider of goods and services, and consequently the only employer in the economy. Hence, all state employees, including staff of public and private enterprises were classified as state servants.

The "General Labour Law", approved by the Peoples' Assembly on 24<sup>th</sup> August 1981, stated that the provisions of the new law had to be applied to state organs, public and private enterprises, as well as mass and other social organizations.

The General Labour Law also stated that all citizens had *the right to work*, independent of race, sex, religion

and ethnic origin. Therefore, state organs were legally bound to provide each citizen with work opportunities based on individual competencies. Even staff of the ruling party, were classified as state employee under the new law.

From the above, it can be derived that the structure of employment in the public service was deliberately designed to be completely homogeneous, as every staff member in the civil service, armed forces, health and education sectors, engineers, ruling party and other professionals, were subject to the same classification.

To strengthen the implementation of the above-cited law, the Government approved on 9<sup>th</sup> January 1982 a decree that laid the foundation for the creation of uniform human resources management units (HRMUs) in public institutions.

The decree stated that the objective of an HRMU was to undertake studies on human resources

development and formulation of methodological guidelines. Beside these objectives an HRMU was responsible for the supervision of labour-related activities; organization of labour, including salary decision-making; work force protection and hygiene in the work place; training and professional development; and control of skilled professional staff.

An important objective of the decree was to create uniform human resources management practices within state institutions, public and private enterprises and mass and social organizations, based on the content and methodological approach expressed in the document.

The HRMUs were organized at national, provincial and enterprise levels. At national level, human resources management units reported vertically to the respective sector ministry and horizontally to the Ministry of Labour and Social Security. These ministries carried overall responsibility for the

implementation of the new labour policy.

In the area of training, human resources management was subordinated to the Ministry of Education and the National Institute of Scholarship. The Ministry of Education was also charged with providing professional training in areas such as mechanics, carpentry etc. while the National Institute of Scholarship was responsible for overseas training. Career management and evaluation of staff in the public service was subordinated to the Central Committee of the ruling party.

As almost everyone was part of the public service, it was exceedingly difficult to measure the size of the government sector in Angola. The ruling party was also very influential in the administration of the public sector, as its structures were considered part of the state machinery and its employees' public servants. The party had also great influence in the selection and

promotion of civil servants within the public administration.

#### 2.1 Public sector system

During the 1990s, most countries in the Southern African region undertook either partial or comprehensive reform of their national governance system. This included re-defining the role of the state in public management. The objective of these efforts was to re-focus the capacities of the public sector to meet the ever growing economic, social and environmental challenges facing countries in the sub-region.

These reforms were brought about by major changes taking place in the external and internal environment in most countries, such as, greater interconnectedness in the global economy; enhanced citizens' demand for cost-effective service delivery; and government resource constraints. As a result, the performance of public sector institutions moved to the centre of the national debate, including the need for more transparent and

accountable public management to achieve national development goals.

The Angolan Government did also undertake a process of institutional reform, including re-defining the role of the state in society. An important objective of these efforts was to re-focus the capacities of the Angolan public administration to meet more complex economic and social development needs of the country.

The new Constitution approved by the People's Assembly on 16<sup>th</sup> September 1992 defined the public sector as follows:

- Executive (national government)

The Executive arm – or national government – was considered to encompass the civil service, local governments, state-owned enterprises, and the quasi-public sector. The public service comprises all institutions in the Executive.

According to the Constitutional Law of 16<sup>th</sup> September 1992, the Government is responsible for the implementation of public policies, as well as overall supervision of public

administration. The Government is politically responsible before the President of the Republic and the National Assembly.

In the discharge of its administrative responsibilities, the Government should particularly focus on the following: formulation and implementation of the national plan for social and economic development; execution of the national budget; elaboration of rules for the effective execution of laws. The Government is also responsible for overall direction and supervision of quasi-public bodies, as well as local governments.

- Legislature

The National Assembly is the representative body of Angolans and expresses the sovereign will of the people. The work of the National Assembly is subject to both the Constitutional Law, as well as internal rules adopted by the institution itself.

The National Assembly is composed of 223 members elected by universal suffrage in direct, secret and periodical polls for a mandate of 4

years. Members of the National Assembly are elected according to the system of proportional representation.

According to the Constitutional Law, Members of Parliament (MPs) - unlike government ministers - can undertake activities paid for by foreign enterprises or international organizations. The MP, however, cannot be elected to a judiciary function, or be a member of the national army.

The main role of the National Assembly in Angola is to: (a) keep under constant review, and revise whenever necessary, the Constitutional Law and to approve the Constitution of the Republic of Angola; approve laws; adopt the national plan and the state budget prepared by the Government and presented to the National Assembly; review progress reports relating to the implementation of the national plan and the state budget and prepared by the Government.

- Judiciary

The courts are sovereign institutions with responsibility for administering justice on behalf of the people. The Supreme Court and other courts are responsible for the jurisdictional function of the state. In the discharge of these functions, the courts are independent and only subject to the law.

The key role of the courts is to guarantee and to ensure (a) respect for the Constitutional Law, as well as ordinary laws and rules; (b) protection of the rights and the interests of citizens and institutions; and (c) efficient decision-making with respect to the legality of administrative acts.

An important role of the judiciary system in Angola is to promote administrative justice and accountability in the public sector by ensuring the legality of administrative acts and to safeguard the rights of citizens. The judiciary system in Angola consists of municipal and provincial courts and the Supreme Court.

## 2.2 Employment structure in public service: key characteristics

As mentioned earlier, the employment structure prior to reforms was very homogeneous and for long periods of time, it was not possible to undertake a census in the public sector. One of the first steps of the Government since initiating the reform process was to perform a census of public sector employees and to distinguish between civil servants and other categories of staff.

According to official statistics, 73.3 per cent of the total number of staff in the public service (201,526) is auxiliary, including drivers, cleaners, and operators, all of which are functions that could probably be outsourced to the private sector. Skilled staff (high-level technicians' ) account for only 3.7 per cent of the staff establishment in the public sector.

However, it cannot be concluded from these figures that the public administration in Angola is

overstaffed in absolute terms. In fact, a comparison of the ratio of civil servants to the population in Angola with some other African, or even OECD countries, tends to suggest that the public service/population ratio in Angola is quite low.

The main problem affecting the civil service relates to imbalances within the administration itself. For example, there is shortage of staff in key professional areas, while the general services or unskilled positions tend to be heavily overstaffed. Despite a high public sector wage bill, which puts some considerable pressure on the personnel budget of the Government, civil servants, especially professionals in the highest grades, are generally underpaid in Angola.

Three of the eighteen provinces also employ more than 51 per cent of the civil service cadre, namely, Luanda (31 per cent), Benguela (11 per cent) and Huila (9 per cent). In the remaining provinces, the

percentages vary from 6.8 per cent in Huambo to 1.4 per cent in Lunda-Sul and 1.1 per cent in Bengo.

These facts highlight the weaknesses of the local administration in terms of capacity for formulation and implementation of public policies, as well as in delivering public goods and services. This weak capacity at local level is one of the major constraints in implementing decentralization in Angola.

There is also an overall lack of career opportunities for women in the public sector. In fact, only 40 per cent of public servants are women, most of them recruited as cleaners, operators, and auxiliary staff. The difference in percentage between men and women is higher in the senior technical staff category or 72 and 28 per cent respectively, and 70 and 30 per cent for general workers.

The only employment categories where the number of women is higher than that of men are cleaners

and operators: 75 and 60 per cent respectively.

Another major weakness in the public service is the fact that most senior staff with appropriate academic qualifications, such as, lawyers, economists, and engineers, lack adequate skills in public management techniques.

Due to weak implementation of human resources management policies such as those governing career progression, remuneration, and performance management, highly qualified staff tend to be demotivated with many leaving the public sector. These individuals tend to prefer to work for international organizations or private enterprises, where they expect better working conditions and higher salaries.

Unlike many OECD countries, Angola is not yet experiencing the ageing problem in the public service. More than 40 per cent of staff is currently in the 30-39 age group, while no more than 5 per cent is in

the 50-59 and above 60 age groups respectively.

According to official statistics<sup>1</sup> of the Ministry of Public Administration, Employment and Social Security, more than 80 per cent of all civil servants in Angola have only basic or low education levels. Less than 2 per cent of the total civil servants has tertiary education, and 42 per cent of the staff with tertiary education are residing in Luanda.

In conclusion, the Angolan civil service is overstaffed mainly in the lower categories due to lack of clear criteria for recruitment, including wide discretionary authority of department heads that can often appoint staff without any budgetary or other constraints.

The absence of a clear policy on performance management has also not encouraged staff to continuously improve performance, with the aim of promoting enhanced productivity in

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<sup>1</sup> Programa de Reforma Administrativa do Governo de Angola

the public sector. Thus the contradiction within the public administration - overstaffed but output levels remain low.

3. Human resources management reform  
During the past decade, the Angolan Government has initiated public management reforms. Human resources management has been a key pillar of these reform efforts, largely driven by the need to make the country more competitive in the global economy.

Public sector reform required a strong degree of structural change of both the state and the private sectors. During the 1990s, the Angola Government thus begun to rethink the role of the state, particularly in service delivery. The public sector had been widely criticized by the people-at-large for lack of efficiency. Confidence in public institutions was therefore low.

Human resources management has in fact become one of the most important areas of public sector reform. In particular, the Government

places high priority on productivity improvements in the civil service with particular focus on making it more customer-oriented.

### 3.1 Objective of reform

There is a growing feeling that the public administration in Angola is not prepared to cope effectively with increasing challenges faced by society. The problem is partially due to lack of skilled personnel in the public sector.

In fact, despite the formulation of a clear strategy and programme of action by the Government, including efforts to strengthen training, the gap between available competencies and human capital needs in the public service, is still huge, and continues to be compounded by regional asymmetry, gender disparities, uncompetitive salaries for skilled staff and blurred distinction between the responsibilities of line staff and managers<sup>2</sup>.

The human resources management reforms have been broadly divided into two distinct periods: during the first period, the main objective was to enact relevant civil service laws; the second period was marked by the establishment of a career system and the launch of a “career reconversion” process, which aimed at producing accurate analysis of the profile of civil servants, including the placing of staff into appropriate categories according to educational level and work history.

The document “Administrative Reform Programme of the Angolan Government (1999)”, articulates the following human resources management objectives:

- Establishment of a civil service career system within the public administration;
- Completion of the career reconversion process;
- Creation of human resources management policy for the state sector, addressing issues such

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<sup>2</sup> Institutional Reform and Modernization Administrative Programme – Working paper, Government of Angola

as training, motivation and career progression;

- Elaboration and progressive implementation in each sector of a downsizing programme. To achieve this objective, the Government intended to use various schemes including attrition, voluntary redundancies, early retirement options, financial incentives etc. to encourage staff to leave the public sector, including training in enterprise development;
- Establishment of an owner regime for special careers.

### 3.2 Creation of civil service

The goals of civil service reform are generally to increase the effectiveness and performance of civil servants by improving the quality of services to citizens and by enhancing the capacity of the Executive to carry out core government functions. Institution-building strategies are generally comprehensive, focusing on the development of strong leadership capabilities of senior staff, and the creation of strategic human

resources management and total quality management techniques and practices.

- Who are the civil servants

The public sector comprises a range of employment regimes. Unfortunately, there is no universal definition of what constitutes a civil servant and/or civil service. Arrangements vary between countries, though generally the civil service is considered to constitute a distinct body of appointed and permanent staff within the public sector.

- ❖ Permanent staff

According to the Angolan legislation, mainly Decree 17/90, of 20<sup>th</sup> October, employment in the civil service is based either on appointment or contract-based arrangement.

Decree 25/91, of 29<sup>th</sup> June defines the civil servant as someone assigned to an available post in the staff establishment of a public institution whether at the central or the local level.

Civil servants are appointed by nomination of an authorized public institution in accordance with the civil service law. A decision by a representative of the state to appoint a civil servant must conform to established rules that structure the hiring process. The Decree 25/91, of 29<sup>th</sup> June stipulates that an assignment of a nominated civil servant must be either permanent or fixed term.

In order to apply for posts in public administration, candidates must fulfil the following requirements: be Angolan between 18-35 years of age; possessing education level commensurate to the post; and be in good health.

It has been a long-standing tradition in many countries that public employees be governed by special legislation (Public Service Act, General Public Service Regulations and National Civil Service Act, etc.). In this context, permanent employment is the basic norm. At the same time, the civil servant is

constrained by the prevailing disciplinary regime of the public service.

❖ Contract-based employees

As mentioned above, the Decree 17/90, of 20<sup>th</sup> October stipulates that employment in the civil service is based on either appointment or contract-based arrangement.

Contract-based employment is allowed when (a) there is vacancy in the staff establishment of the public service, (b) the public administration wants to accomplish a specific objective and the manager judges it to be cost-effective to contract an individual with the required skills to undertake the respective tasks, and (c) where the organization is facing budgetary constraints.

Contract-based employment is divided into two distinct modalities a) administrative contract of assignment and b) contract-based temporary term. The first modality confers status of ' Agent of the Administration' to the contracted individual, while the second modality

does not grant that status to the incumbent.

The contract is a bilateral agreement through which an individual, not integrated into the staff establishment of the public administration, agrees to undertake specific tasks in the public service and accepts to be subject to its rules and regulations.

According to the Angola legislation, the remuneration and rewards agreed for the contract-based employees cannot exceed salaries and rewards of civil servants in the same category without a prior authorization of the Ministry of Public Administration and the Ministry of Finance.

- Role and responsibility of civil servants

The role and responsibility of civil servants is established by Decree 33/91 of 26<sup>th</sup> June that also spells out the disciplinary regime.

This decree states that civil servants must work for the public interest and respect the law; be faithful to the Republic and honour the

Constitution; loyally execute the policies of the Government of the day; be creative in thought and in the execution of public responsibilities; seek innovative ways to solve problems and to enhance effectiveness and efficiency in the public sector; be punctual, professional and competent in the execution of duties; accept responsibility and pursue training and self-development throughout the career; be honest and accountable in dealing with public funds; use public property and other resources effectively, efficiently, and only for authorized official purposes; give honest and impartial advice, based on all available information; and honour the confidentiality of matters, documents and discussions, classified or implied as being confidential or secret.

During official duties, the civil servant should also dress and behave in a manner that enhances the reputation of the public service, including not using the official position to obtain

private gifts or benefits, as these may be construed as bribes.

The civil servant is not simply a government employee, but has also a constitutional role as a representative of the state. The civil servant is also responsible for the government of the day, with the parallel requirement of respecting and maintaining the reputation of state institutions. Non-respect of such rules of conduct, would subject the civil servant to disciplinary proceedings and possible dismissal.

### 3.3 Other employment categories in public service

According to the Angolan Constitutional Law, the economic system is based on the harmonious co-existence of both the public and private sectors. In Angola, state-owned enterprises have traditionally played an important role in the economic system.

- State-owned enterprises

The Decree 9/95 of 15<sup>th</sup> September states that a public enterprise is the “state economic unit” created through legal mechanisms with its

own capital or with sources of funds from other public institutions.

The objective of the public enterprise is to produce and distribute goods and services that meet the needs of the public, as well as to further strengthen national economic development.

With respect to personnel matters, the decree states that the staff of public enterprise is no longer classified as civil servants, but subject to the general labour law.

The staff establishment of a public enterprise is approved by its Steering Committee. The decree also requires each public enterprise to formulate a training programme for its staff, which would include the provision of necessary budget.

According to legal mechanisms governing state-owned enterprises, employees can intervene on issues related to corporate management. Employees can participate in the development and implementation of work plans; review of the budget;

setting of productivity standards and discipline measures in the work place; assessment of working and social conditions; preparation of labour legislation and other collective agreements.

Salaries of employees in public enterprises must be determined with due respect to national laws. The public enterprise can develop productivity standards to be respected by employees in order to motivate them to increase production levels and to encourage the staff to take due care of the enterprise patrimony.

Civil servants and employees of state-owned enterprises can be seconded temporarily to a public enterprise according to established agreements. The respective staff, however, will enjoy all the rights and entitlements inherent in the present position. Civil servants can also decide to accept the salaries and entitlements of the new employer.

- Quasi-public sector

As part of enhanced decentralization in public administration in Angola,

the Government has created a number of semi-autonomous bodies that operate quite independently, although formally part of the public sector. The legal foundation governing these bodies is Decree 2/96, of 12<sup>nd</sup> January, which states that these institutions are charged with the implementation of specific administrative functions within the public sector. They also possess a distinct juridical identity, as well as administrative and financial autonomy.

The personnel of the quasi-public sector are considered civil servants and therefore subject to the rules, procedures and disciplinary regime of the civil service.

- Local government

Decree 17/90, of 20<sup>th</sup> October states that public servants can either be appointed or recruited on a fixed term employment contract.

Decree 25/91, of 29 June also states that civil servants can be assigned to available posts within the staff establishment of a public institution at either central or local levels. The

same administrative provisions apply to public service at both levels.

Generally, sub-national government encompasses all government administration employees not directly funded by the central government, including municipalities, regional and provincial staff. The distinction between central and sub-national government employment is therefore primarily budgetary, and not geographic.

In the Angolan context, local government employees are staff assigned to specific functions at the sub-national level, mainly in provinces and municipalities. These staff are subject to the same legal provisions as colleagues at the central level. According to statistics of the Ministry of Public Administration, almost 83 per cent of all civil servants are based at the local level.

Of those local government employees possessing a university degree, the majority are based in

Luanda. A significant share of university-educated local government employees are also based in the Province of Littoral.

According to the legal framework, the staff establishment of local governments should be structured more-or-less in a similar manner as government employees based at the central level.

#### 3.4 Establishment of career-based system

A particular challenge facing the Angolan Government in the area of administrative and institutional reform is major strengthening of human resources management in the public sector. Weak human resources management has very much hampered the effective implementation of a career-based system in the civil service.

A career system in the public service was established through Decree 24/91 of 29<sup>th</sup> June. The objective was to ensure greater transparency in the recruitment and promotion of civil servants, including the development of incentives to

promote high level of performance in the public sector.

According to the above-cited decree, career-based staff should undertake core functions that are considered permanent. Career systems are generally organized in a hierarchal manner where staff move from one level to another based on the competencies required for the respective post. On the other hand, time bound duties, are generally executed by staff on fixed-term contracts.

Career progression is either vertical where staff are promoted from one level to another or horizontal where they move from one step to another within the same level.

Decree 24/91 states that the level of a post can only be changed if functional analysis establishes that the competencies and qualifications required to execute the post have increased. It also has to be established through a due process

that the staff member possesses the required qualifications.

In Angola, the career system is composed of the following categories: high-level technician, technician, middle-level technician, administrator, treasurer, and personnel manager. It should be noted, however, that according to recent statistics, the category of ' treasurer' has not yet been adequately institutionalized.

Entry into the career system is generally made at the lowest level following a competitive recruitment and selection process. These rigorous entry requirements are intended to ensure a merit-based recruitment into the civil service.

The merit principle entails the appointment of the best individual for any given job. Recruitment and promotion are therefore based on explicit rules that are publicly understood and can be challenged if breach of regulation is suspected. A merit system - in direct contrast to

one based on patronage - is generally considered to improve bureaucratic capability.

As mentioned earlier, career progression can either be vertical and horizontal. The career system is integrated through the above-cited job categories in conformity with the regulations governing promotions.

The Senior Technician Category includes positions such as the Principal Adviser; First Adviser; Adviser; Principal High-Level Technician; First Class High-Level Technician; and Second Class High-Level Technician.

Generally, staff is admitted into the lowest category of the career system or as “ Second Class High-Level Technician” . A staff member can expect to reach the top of the career pyramid (Principal Adviser) after 19 years of working experience. Moreover, to be promoted, a staff member should have earned a favourable rating by the respective

supervisor and a higher-level vacancy should be available.

The category of Technician include the following positions: Principal Specialist; First Class Specialist; Second Class Specialist; First Class Technician; Second Class Technician; and Third Class Technician.

Staff admitted into the lowest category of the Technician category will generally reach the top of the career pyramid after 17 years of working experience. In order to be promoted, they should also have earned good ratings from the respective supervisor and a higher-level post should be available. Typically, staff are five years in each category before being considered for promotion.

Other employment categories within the public service include the following: Heavy Drivers; Drivers; Switchboard Operators; Auxiliary Administrative Staff; Auxiliary Cleaners; Skilled Workers; and Non-

skilled Workers. For efficiency reasons, it is very much debatable whether these functional categories, should be part of the public service, but rather outsourced from the private sector. Greater clarity in employment categories could also help simplify human resources management in the public service.

With respect to the promotion of civil servants, it is essential that the performance assessment process is fair, equitable and merit-based. For example, it is necessary to determine what competencies the evaluator should possess as well as the modalities of the assessment process.

Globally, merit systems can be broadly divided into “career systems” and “position-based systems.” In career systems, the objective is to ensure that initial entry to the civil service is based on the knowledge of the candidates, generally as indicated by a relevant university degree or academic credentials. Subsequent mobility and

promotion allow movement within the civil service. In position-based systems the emphasis is placed on selecting the best-suited candidate for each position, whether by external or internal recruitment.

In the current employment market, it has become more-and-more difficult to manage career-based systems to meet the fast evolving needs of staff. The system has to be both responsive and attractive as well as transparent and equitable. The role of human resources managers in public institutions has therefore become ever more important for the effective running of the public sector.

### 3.5 Adoption of salary policy

The objective of Law 17/09 of 20<sup>th</sup> October was to address the need to maintain satisfactory salary levels in the administration of the state.

- Pay system prior to reform

Within few years of independence, the Angolan authorities modified its salary scales to reflect the changed political condition, mainly by correcting colonial pay anomalies. The adjustments were intended to

accelerate localization of the public service.

In a number of other countries a similar process had been undertaken within broader management reform to adapt the public service to the requirements of a development state. Another objective was often to eliminate the public service as an independent power base.

Specific reforms included the downgrading of the Public Service Commission to an appeals body; the creation of a public service ministry; the abolition of classes and the creation of schemes of service; and ambitious training and localization programmes. Technical services, teachers and local government staff were integrated into central government administrative cadres in the interests of transferability, horizontal equity and a more centralized management of the public service.

In general the national salary policies reflected the concern that

government should be a wage leader, setting pay scales for civil servants that would be utilized also by the expanding parastatal sector, as well as serving as a model for the modern private sector.

While wage rates in the public administration were determined through a consultative process, salaries were increasingly vertically compressed, partly as a deliberate policy to prevent individuals with skills enjoying rents and to signal that national affordability was more important than support for metropolitan living standards.

When this salary policy did not work, the Government set-up a new wage system based on “career and category.” Each career was assigned a salary scale, with incremental steps.

Despite these efforts, the salaries of civil servants were still very low, particularly due to high inflation rates. At the same time, the Government faced various budgetary

constraints to adjust salaries upward in the public service, including creating sufficient incentives to encourage satisfactory retention rates among key staff.

Salary incentives generally change during the career progression of civil servants. Many developing countries pay higher-than-private sector wages at the lower end of the grade spectrum, and therefore attract talent, which they may subsequently fail to retain. Whether or not an employee continues in the civil service will be influenced by factors such as whether civil service pay is too “compressed” to provide adequate incentives for advancement.

Pay scales are typically organized in a pyramid of hierarchical grades that differentiate people and positions according to the skill level and knowledge required for particular jobs. Additionally, the whole civil service can be desegregated vertically into narrower pyramids

representing specific occupational cadres.

For example, the medical cadre could comprise doctors and paramedics employed by government. Often different cadres have their own range of grades organized according to skills requirements that are difficult to compare across cadres. The combination of grades and cadres provide a series of horizontal and vertical organizational structures<sup>3</sup>.

- [New wage policy](#)

As a result of many management challenges caused by the salary system in the Angolan public administration, the Government, with UNDP support, has formulated a new wage policy in 2001 that will be applied as soon as it has been adopted by the Cabinet.

This new wage policy aims to provide appropriate financial incentives for civil servants; to

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<sup>3</sup> The World Bank Group – Governance & Public Sector Reform Web Site – Rewards & Incentives Section

promote continued skills development; to restructure remuneration, particularly to make in-kind benefits more transparent; to minimize the departure of skilled staff in favour of higher-paid private sector wages by increasing real wages of selected groups, especially those in upper echelons; and to change promotion and personnel management policies, which along with the restructured salary scales, ensure that merit and initiative are appropriately rewarded.

The new draft policy also aims to ensure the maintenance of adequate differentials between starting wages and top salaries in order to reward effort and performance of career civil servants.

The compression ratio can be identified and tracked over time by comparing the average remuneration of personnel in the top salary grade to average remuneration of personnel in the bottom salary grade of the relevant class of civil servants. Such review can serve to track

changes over time but has no cross-country comparability.

Compression ratio approaches, however, can be misleading if there are significant monetary allowances not captured in the calculations, or if the perceived value of non-monetary rewards represents a significant proportion of total rewards<sup>4</sup>.

- Incentives

Since the current salaries in the Angolan public administration are not very conducive to recruit senior technical and professionally skilled staff due to large salary differentials with the private, parastatal and donor sectors, the Angola Government is putting in place incentives such as: transport, housing, telephone and travel and in-kind allowances; subsidized government employee health or life insurance. These allowances, however, can differ sharply for employees at different grades, as well as for those in the

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<sup>4</sup> See the World Bank Group – Governance & Public Sector Reform Web Site – Cross-National Data on Government Employment & Wages.

same grade but employed by different ministries.

For teachers and personnel of the public health service, the Government has also formulated specific incentives modalities that reflect the uniqueness of those professions.

Civil servants in Angola also enjoy other additional benefits, which cannot easily be monetized. Among these are social privileges such as preferential access to government services and hard currency savings from trips abroad.

In order to determine whether state employees are being paid too much or too little compared to private sector counterparts, it is first necessary to have an accurate measure of the total rewards. This includes the monetary value of all in-kind allowances and the net present value of future pensions. Generally, it is not uncommon for government administrators to be paid more than their private sector counterparts,

while doctors and accountants are paid considerably less.

The incentives created by different forms of pay and reward – and their impact on performance – can be complex. As an illustration, job security is generally an important element of the total package of rewards of civil servants. Thus, governments wishing to adopt new-public-management style contractual arrangements (to reward performance) may have to offer higher base pay to compensate for lost job security<sup>5</sup>.

- [Linking of performance and pay](#)

The Government recognizes that there is need to promote greater results-orientation and effectiveness in the public sector in Angola. To this effect, it plans to introduce performance-related pay in the civil service.

Introducing performance-related pay in the public service, however, is a

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<sup>5</sup> The World Bank Group, Governance & Public Sector Reform Web Sites – Rewards & Incentives Section.

very complex undertaking. For example, many countries are still grappling with the issue of how to reward good performance or, conversely, how to deal with persistent poor performers.

Several countries have experimented with performance-related pay. One approach is to make salary increments or progression past some point on the scale conditional on good performance. The disadvantage of such a system is that it can revert very rapidly into a formalistic ritual in which virtually everyone receives a salary increment. Moreover, it may not encourage adequate distinction between average performers and outstanding ones.

Because of the problems associated with pay-for-performance schemes, it has been suggested that they should be introduced gradually in selected units rather than throughout government in one instance. This would increase the chances of

success by keeping the scheme manageable.

Most organizations, both public and private, find it necessary to have some mechanism to manage the performance of employees. The meaning of the term “ performance management” has very much changed over the years. In the past it was often taken to mean rating employees using a trait-based instrument looking at factors such as neatness, punctuality, etc. as opposed to focusing directly on work output. Evaluation processes also tended to be rather secretive. The employee often did not participate in the process and was not informed about the rating<sup>6</sup>.

This style of performance appraisal is no longer viewed as good practice. There is general agreement that performance management should be:

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<sup>6</sup> The World Bank Group, Governance & Public Sector Reform Web Site – Individual Performance Management Section.

- Task oriented: based on results as opposed to personnel traits, and measuring results against pre-defined goals and targets;
- Participative: involving the employee as well as his or her supervisor, both in the setting of goals at the beginning of the rating period and in appraising results at the end;
- Developmental: the evaluation process should do more than rate employees – it should assist them to improve their performance, and to identify any training or other support that may be required to this end.

An approach being followed in some countries is to link the pay of civil servants to individual performance, as well as to the position. Over and above the base pay and any extras, a civil servant can be offered a bonus depending on the degree to which performance goals are achieved. It is important to note, however, that in those countries performance pay most often

constitutes only a small share of the civil servant' s total pay.

### 3.6 Development of integrated human resources management system

This is a dynamic management framework, providing a common link between strategic human resources processes and systems within departments and the public service in Angola as a whole.

Competency management provides the means to profile existing skills and identify potential gaps. This part of the integrated human resources management system aims to help departments in the public service to identify current strengths, as well as the emerging competencies they need to recruit or to develop.

There is critical need for departments and the public service in Angola to optimize the use of existing staff skills by developing multiple competencies of employees. Competency management facilitates the identification of employee development needs that may impact on efficiency and effectiveness. In

such circumstances, competency-based management can help ensure employees receive targeted training that is required to handle increased service delivery demands in the public service.

- Objective

Improving human resources management is one of the primary means to enhance efficiency and performance in the government sector. More effective management of human resources through reforms in areas such as pay and employment practices, working methods, organizational culture, and job satisfaction, can have high rates of return in the public sector.

The objective of the Integrated Human Resources Management System (IHRMS) in Angola is to promote more effective planning, co-ordination and implementation of personnel policies, rules and actions plans.

IHRMS aims to define more uniform criteria for human resources management processes in order to promote greater efficiency in the

devolution of personnel management to ministerial departments, without losing appropriate central control or necessary uniformity of procedures.

For effective career management and personnel control of each civil servant, it is indispensable to develop a well-designed system, supported by relevant IT tools and accurate documentation to foster professional development.

The development of IHRMS also aims to promote common standards to facilitate the process of systematic information gathering among institutions in the public sector.

- Main components

As mentioned earlier, IHRMS aims to promote greater uniformity and efficiency in human resources management, and to respond to the planning and co-ordination needs in the public sector according to rules and ordinances of the Angolan Government.

The main components of IHRMS are a) human resources information, b) recruitment and selection, c) support

to career development and remuneration, e) professional development, and f) personnel administration.

Human resources information - the implementation and updating of the personnel information record system is fundamental for overall human resources management in the public sector. The personnel information record system is a database that contains all relevant information relating to the staff member. Making such information available to supervisors facilitates more effective management and decision-making and promotes greater transparency and efficiency in the execution of human resources management functions in public organizations.

Recruitment and selection - involves the process of researching and selecting candidates with the appropriate profile for a particular vacant post. This process would include the definition of the content of interviews for candidates applying for the post, academic profile of the

candidates, as well as the job description.

Support to career development and remuneration - is generally considered an important motivational factor for civil servants. Career progression based on merit and as part of professional development is an important part of an effective human resources management strategy in the public sector. Such policies motivate staff to continuously improve professional skills, and to remain dedicated to the state sector.

Professional development - the public administration needs to create an enabling environment for professional development of civil servants, including training opportunities, study tours and the sharing of good practices. Training of civil servants is usually an important part of efforts to enhance efficacy and efficiency of public administration departments and often a prerequisite for career progression and promotion.

*Personnel administration* – this component enables human resources managers to administer the personnel system. This includes compilation of data such as daily attendance, disciplinary matters, recording of annual leave and other relevant information.

- Implementation schedule

The implementation of IHRMS is a long-term process that began with human resources management reforms and the creation of a register of civil servants. It is expected to take at least four years to complete the implementation process in the Angolan public service.

The Ministry of Public Administration, Employment and Social Security has developed the following implementation schedule:

(a) 5/02-5/03 – recording of data into the system:

- Development of IT tools to enable recording of the civil servants' data;
- Training of staff that will handle the recording process

at both central and local levels;

- Updating of information about civil servants by institutions in the public sector;
- Consolidation and validation of MAPESS information (Ministry of Public Administration);
- Development of managerial reports.

(b) 5/03-5/04 – implementation of IHRMS:

- Installation of a central server and relevant IT equipment, as well as the operational system;
- Implantation of the database of civil servants;
- Definition of the system;
- Development of the system;
- Implantation of the system;
- Training of the staff who will handle IHRMS;
- Implantation of the communications structure;
- Disposing of the system.

(c) 5/04 onward – begin the integration of IHRMS with others related systems, such as, the

ones implemented by the National Identification Service, the Ministry of Finance, the banks, and National Institute of Social Security.

- Expected outcome

The IHRMS will be used to define and to manage the career of civil servants as well as to clarify the roles and the career perspectives of professionals within the public administration.

IHRMS will also provide the Ministry of Public Administration with a major tool to manage the overall staff establishment of the public service. Without an effective IT-based system, it would be very difficult for the Government to manage and control human resources in the public service; to enable public institutions to interpret and apply the laws uniformly within the state machinery; and to implement effectively a national communications' strategy to support human resources management in the public service.

#### 4. Merit-based human resources management systems in other countries

As in many other countries, the Angolan public administration is engaged in the development of a merit-based system, which will provide the foundation for a staffing system that is both respectful of traditional values and responsive and open to continuous improvement.

Merit, which has traditionally been understood to encompass competence and non-partisanship through means that are fair, equitable and transparent, has been reshaped to include representativeness in the mid-nineties.<sup>7</sup>

For comparative purposes, this chapter briefly examines selected

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<sup>7</sup> Merit Systems in Western Democracies, An Introduction to Merit in Canada, the United States, Britain, Australia, and New Zealand, by Darryl Hirsch, Research Directorate of Public Service Commission of Canada (See World Bank web site).

provisions of Codes-of-Conduct for public servants in South Africa, Malaysia, Australia, Canada and New Zealand.

There are two general types of merit systems, *explicit* and *implicit*. The first one has a legal foundation, while the second one is based on customary or traditional behaviour.

Angolan public service has an explicit merit system which is based on the Public Service Code of Conduct, Resolution n° 27/94 of 26<sup>th</sup> August 1994. In this resolution merit is defined as fairness, equity and transparency.

Like Angola, the human resources management systems employed in South Africa, Malaysia, Canada, Australia and New Zealand are all explicit merit-based systems. Each country legislates its merit principles, and assigns a specific organisation the responsibility for compliance monitoring in the public sector.

A common aspect of these systems is the emphasis on the values, such

as, fairness, openness, equity, performance-based recognition of employees, integrity, efficiency, effectiveness, performance-based retention, apolitical, discrimination, the highest ethical standards, accountability, service delivery, safe working conditions, equity in employment, and the absence of harassment.

Unlike Angola, the above-cited countries have followed the New Public Management (NPM) methodology in the area of public sector reform, which has involved significant devolution of managerial responsibilities from sector ministries to departments and agencies. Angola, on the other hand, has opted to centralize the management of human resources in the public service.

- South Africa<sup>8</sup>

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<sup>8</sup> South African Public Service Regulations, 2001 (*Government Notice No. R. 1 of 5 January 2001 – Chapter 2 – Code of Conduct for the Public Service*)

In order to give practical effect to relevant constitutional provisions governing staff in the public service, all employees are expected to comply with a Code of Conduct, promulgated in 2001.

The code guides employees as to what is expected of them from an ethical point of view, both individually and in relationship with others. Compliance with the code is expected to enhance professionalism and to promote greater confidence of citizens in the public service.

The code provides guidance to employees with respect to relations with the legislature, political and executive office-bearers, other employees and the public. It articulates the values that underpin public duties; what staff should do to avoid conflict of interest; and what is expected of public servants in terms of personal conduct in both public and private life.

The primary purpose of the code is to promote exemplary conduct in the public service. Notwithstanding, an employee can be found guilty of misconduct, and may be dealt with in accordance with the relevant provisions of the Code of Conduct.

More specifically, the Code of Conduct outlines a set of obligations or values that should underpin the public service in South Africa: be faithful; serve the public interest; be loyal; ensure good communication with the public; need to ensure safe working conditions; promotion of equity; the opportunity to enhance individual abilities; the absence of harassment and discrimination in the workplace; appropriate disciplinary procedures; and fair redress mechanisms.

The code also establishes the principles of conduct that all employees are expected to observe in relationship with the public: promote the unity and well-being of the South African nation; serve the public in an unbiased and impartial

manner in order to create confidence in the public service; be polite, helpful and reasonably accessible in dealings with the public; at all times treating members of the public as customers entitled to high standards of service; empathy with respect to the circumstances of others, including in decision-making; be committed through timely service to the development and upliftment of all South Africans; do not unfairly discriminate against any member of the public on account of race, gender, ethnic or social origin, colour, sexual orientation, age, disability, religion, political persuasion, conscience, belief, culture or language; and do not abuse a position in the public service to promote or prejudice the interest of any political party or interest group.

The code also establishes other principles of conduct that all employees are expected to observe in the performance of their respective duties, such as, striving to achieve the objectives of the

institution cost-effectively and in the interest of the public.

Public servants should also execute duties in a professional and competent manner, including not engaging in any transaction that is in conflict with or infringes on the execution of official responsibilities. The public servant should also be honest and accountable in dealing with public funds, as well as use property and other resources effectively, efficiently, and only for authorized official purposes; and promote sound, efficient, effective, transparent and accountable administration.

The public servant is also expected to report to the appropriate authorities, fraud, corruption, nepotism, mal-administration and any other acts, which constitute an offence, or are considered prejudicial to the public interest. Additionally, the staff member should provide honest and impartial advice to the supervisor, based on all available and relevant information.

- Malaysia<sup>9</sup>

The regulations governing the conduct of public servants in Malaysia stipulate that an officer shall not subordinate public duty to private interests; bring private interests into conflict with public responsibilities; conduct himself in a manner likely to cause reasonable suspicion that private interests are in conflict with public duty, thereby impairing his/her usefulness as an officer of the state; or to give the impression that the position has been used for personal gain.

A public servant is also expected not to conduct himself in a manner that would bring the service into disrepute; to attempt to bring any form of outside influence or pressure to support or advance any claim relating to or against the public service, whether the claim is his own or that of another officer; be insubordinate or conduct himself in a manner which could either be reasonably construed as being

insubordinate or negligent in the performance of public duties. The regulations also stipulate that an officer shall not subject another person to sexual harassment.

Notwithstanding, an officer, with prior written permission of the Head of Department, may carry on specific activities stipulated in the sub-regulation, either for his benefit or that of close relatives or any non-profit-making body of which he is an office-bearer.

In considering whether or not permission should be granted to an officer in such a case, the Head of Department shall ensure that the activity or service:

- a) Does not take place during office hours and during such time when the officer is required to perform official duties;
- b) Does not in any way tend to impair the staff member's usefulness as an officer of the public service; and
- c) Does not in any way tend to conflict with the interests of the public service or be inconsistent

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<sup>9</sup> Public Officers (Conduct and Discipline) (Amendment) Regulations 2002

with the staff member's position as an officer of the public service.

An officer in the Malaysia public service shall not, orally or in writing, or in any other manner:

- a) Make a public statement that is detrimental to any policy, programme or decision of the Government;
- b) Make a public statement which may embarrass or bring disrepute to the Government;
- c) Make comments on weaknesses of any policy, programme or decision of the Government; or
- d) Circulate such a statement or comments, whether made by him or any other person.

For the purpose of this regulation, "public statement" includes any statement or comment made to the press or to the public or in the course of any public lecture or speech or in any broadcast or publication, regardless of the means.

An officer in either the senior management or the professional

category is prohibited from taking an active part in political activities or wearing any emblem of a political party, and in particular he shall not:

- a) Make any public statement, whether orally or in writing, that would adopt a partisan view on any matter which is an issue between political parties;
- b) Publish or circulate books, articles or leaflets setting forth his partisan views, or the views of others, on any matter pertaining to any political party;
- c) Engage in canvassing support for any candidate at a general election, by-election or any election to any office in any political party;
- d) Act as an election agent or a polling agent or in any other capacity for/or on behalf of a candidate at an election to the Dewan Rakyat or to any State Legislative Assembly;
- e) Stand for election for a post in any political party; or
- f) Hold post in a political party.

An officer in the support category, however, may stand for election or

hold office or be appointed to any post in a political party, after first obtaining written approval of the Director General of Public Service or the Secretary General of the appropriate ministry.

Nothing in this regulation shall preclude an officer from being an ordinary member of any political party. An officer who has been accepted as an ordinary member of a political party shall as soon as possible inform this fact to the respective Head of Department.

- Australia<sup>10</sup>

In Australia, the Department of the Prime Minister and Cabinet is responsible for the co-ordination of government administration; assistance to the Cabinet and its committees; and policy advice and administrative support to the Prime Minister. The Department is the major source of policy advice on public service management, including HRM. The Secretary to the

Department is Head of the Public Service. The Public Service and Merit Protection Commission is also a key actor in the management of human resources. However, most of the responsibility for HRM has been devolved to individual government agencies.

Between the mid-1970s and the mid-1990s, the Government of Australia pursued extensive public service reform, including comprehensive strengthening of human resources management. The reforms were undertaken as a response to the general perception of citizens that the government had become too encompassing.

As a result, a variety of structural, financial and HRM-related reforms were introduced to address these concerns of citizens. During the 1980s, significant progress was made in the devolution of HRM functions such as recruitment, promotion, discipline, redeployment and retrenchment to agencies of government. By 1987, devolution of personnel management had indeed

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<sup>10</sup> An introduction to Merit System in Western Democracies by Darryl Hirsch, PSC of Canada

proceeded so far that it was decided to replace the former Public Service Board by a Public Service Commission, concentrating on the development of standards and providing guidance and training to agencies and departments with respect to devolved personnel management functions.

In 1996, Australia also began a major effort to improve HRM in the Australian Public Service (APS). The objective of the government was to provide the APS with greater freedom to manage resources and to provide a far more flexible employment framework while maintaining the traditional ethos and high level of accountability of public servants.

It is probably too early to assess with sufficient accuracy the impact of the new values underpinning the public service. It is notable, however, that the value-based management framework created by the new Public Service Act permits agencies to exercise greater freedom in the

recruitment and management of employees. Since values are necessarily subject to interpretation that can differ from one agency to another and even within a particular organization, agencies are obliged to examine what the agreed values mean in practice in the public service.

The formal removal of centralized regulation and prescription is generally viewed to have placed greater reliance on values as the basis for work and decision-making in the public service, which has required greater emphasis on the need for the articulation of those values. For example, the integration of traditional and modern values into the Public Service Act 1999 provides an important benchmark for the APS in defining its working relationship with ministers.

Two values deserve special mention. The first is *merit*. The PS Act 1999 (section 10(2)) defines merit by providing that a decision relating to

engagement or promotion should be based on merit.

In addition, section 17 of the Act prohibits patronage and favouritism and section 19 provides that agency heads are not subject to direction by ministers in respect of the employment of individuals in certain posts.

A second important value considered central to HRM in the APS is *diversity*. The APS Value Statement declares that "(c) the APS provides a workplace that is free from discrimination and that recognizes and utilizes the diversity of the Australian community it serves" and that "(g) the APS delivers services fairly, effectively, impartially and courteously to the Australian public and is sensitive to the diversity of the Australian public."

As with all other APS values, the Public Service Commissioner is required to issue directives to ensure that the value of diversity is realized and to evaluate the extent to which

agencies uphold this value and the adequacy of their systems for doing so.

The Australian Code of Conduct, as indeed the Angolan Code of Conduct, provides a clear, coherent and highly visible legislative statement of the values on which public service decision-making and conduct are to be founded. Values have become a central dimension in the APS in general and especially in the realm of HRM. This emphasis on values is complemented by a related emphasis on ethics. Both the APS values and the Code of Conduct are enshrined in the PS Act 1999.

They are explicitly linked by a provision in the statement on values that "the APS has the highest ethical standards" and by a provision in the Code that "an APS employee must at all times behave in a way that upholds the APS values and the integrity and good reputation of the APS." In large part, the intent is to promote a shared and coherent value- and ethics-based culture across the APS in light of the

significant devolution of managerial authority to agencies.

- Canada<sup>11</sup>

In Canada, the Public Service Commission (PSC) is the steward of a merit-based public service. It is committed to building and promoting a competent, non-partisan and representative public service, able to serve the public in both official languages (English, French). The PSC is also designated as an employer under the Employment Equity Act and as such is committed to implementing the objectives of equity.

The PSC fully uses its authority and flexibility under the Public Service Employment Act to advance the principles of representation and equity in employment decisions. Merit is an integral part of the equity programmes of the PSC. All designated groups who participate in employment equity programmes are recruited, selected, appointed and

promoted on the basis of either individual or relative merit.

The public service is not yet fully representative of the diversity of Canada. It is generally viewed that the PSC, departments and agencies must continue efforts to attract and retain members of designated groups. The PSC assists departments and agencies, managers and human resources advisors with staffing guidance, programmes, policies and tools to help them meet the challenge of building and sustaining a competent, non-partisan and representative workforce.

In Canada, merit is a fundamental principle and on which the federal public service is built. Merit reflects three values found in legislation: non-partisanship, competence and representation. In a merit-based public service, people, including members of employment equity groups, are selected based on competence, through processes that are fair, equitable and transparent.

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<sup>11</sup> An introduction to Merit System in Western Democracies by Darryl Hirsch, Public Service Commission of Canada

The 1995 Employment Equity Act, which named the PSC as co-employer of the federal public service, is intended to promote greater equality in the workplace so that no one is denied employment opportunities or benefits for reasons unrelated to ability.

This is achieved by correcting disadvantages in the workplace experienced by designated groups through the implementation of special measures, such as employment equity programmes, accommodating differences, and eliminating barriers.

Employment equity has two components: first, it concerns fair treatment and the removal of barriers, and second, it relates to the correction of past imbalances through the implementation of special measures to accelerate the achievement of a representative workforce. The latter are the employment equity programmes.

The merit principle has also two main features specified in the legislation: first, relative merit, or the best-qualified test, and second, individual merit against a standard of competence. Today, as much as 45 per cent of all appointments are based on individual merit, consistent with the general movement towards competency-based recruitment.

All appointments made under the authority of employment equity programmes, as well as other appointments are based on either individual or relative merit assessments.

In addition, relative merit is not absolute, although it seeks to appoint the best qualified. The Public Service Employment Act has long recognized exceptions that are applied before the relative merit competition begins, based on government objectives.

These competitions have nevertheless been considered relative merit-based. Examples

include specified areas of competition and preferences for local hiring, veteran status and Canadian citizenship.

Competitions restricted to a disadvantaged employment equity group (or groups) should also comply with relative merit among the persons participating in the competition. As a consequence, merit is achieved when:

1. Barriers are removed;
2. Relative merit competition is limited to members of a disadvantaged employment equity group; and
3. A member of a disadvantaged employment equity group is appointed based on individual merit.

The Public Service Commission of Canada (PSC) is engaged in the promotion of value-based merit, which will provide the foundation for a staffing system that is both respectful of traditional values, yet responsive and open to continuous improvement. In support of this

initiative, the PSC Research Directorate is carrying out studies to foster a better understanding of merit values and their application.

- New Zealand<sup>12</sup>

Most of the responsibility for HRM in New Zealand has been devolved to individual departments headed by chief executives who report to ministers. Three central agencies – the Department of the Prime Minister and Cabinet, the Treasury, and the State Services Commission (SSC) – provide leadership, co-ordination and advice on public sector management. The SSC provides the only central management of the HRM function. A Commissioner who reports to the Minister of State Services heads it.

Prior to reform, the public sector was widely viewed as contributing to the country's economic problems. It was seen to have a bloated workforce, rigid employment conditions, and a dearth of consequences for failure to

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<sup>12</sup> An introduction to Merit System in Western Democracies by Darryl Hirsch, Public Service Commission of Canada

perform. The public service at the time was considered highly bureaucratic in terms of structures, systems and operations.

The SSC was the employer for all public servants. It appointed the heads of departments and controlled, among other, the pay, conditions and advancement of all employees in the public administration. The public service was seen as a career service with rewards based unduly on seniority, with little recruitment from outside the service, and with a lengthy and complicated appeal system.

There is no single statement of public service values in New Zealand. As in Canada, however, a set of central values can be deciphered from a variety of government documents and pronouncements. According to the government, these central values include justice and fairness, responsibility and integrity, openness and accountability, efficiency and

effectiveness, and stewardship and guardianship.

The purpose of the 1990 Public Service Code of Conduct, which applies to all employees in the core public service, is to provide guidance on the standards of behaviour required of public servants and serve as the basis for any codes that chief executives may wish to develop to meet the particular needs of their departments.

The Code sets out and elaborates on three major principles of conduct:

1. Employees should fulfil their lawful obligation to Government with professionalism and integrity;
2. Employees should perform their official duties honestly, faithfully and efficiently, respecting the rights of the public and their colleagues; and
3. Employees should not bring their employer into disrepute through their private activities.

The State Services Commissioner, in collaboration with chief executives, is responsible for developing senior managers and ensuring that there is at any time an adequate pool of qualified candidates to help fill chief executive positions. The Senior Executive Service (SES) created under the State Services Act has though not been as successful as anticipated in attracting high-quality candidates, especially from the private sector.

One of the major challenges facing the New Zealand Government remains attracting a sufficient number of well-qualified people to the public sector. As noted above, the State Sector Act provides for the State Services Commissioner to recommend persons to the government for appointment as chief executives.

The process begins by the Commissioner inviting the appropriate minister to inform him/her of any factors that the minister wishes the Commissioner to

take into account in recommending a person for appointment. The Commissioner, after seeking pertinent advice elsewhere, recommends an appointment to the minister who refers the recommendation to the Governor-General in Council.

This approach "protects the merit principle while retaining the advantages that flow from the exercise of the executive prerogative." It has been suggested that consideration could be given to adapting this approach to the Canadian context as means of promoting a professional non-partisan public service and thereby enhancing public confidence in the quality and impartiality of appointees to such non-departmental bodies as Crown corporations and regulatory agencies.

A notable feature of the Code of Conduct is that, unlike most statements on conduct, ethics and/or values, it sets out the obligations of the employer, as well as those of

public servants. Public service employers have the obligation to provide their employees with such protections as:

- Impartial selection and appointment procedures;
- Clear statements of employees' duties and employer expectations of them;
- Fair rates of remuneration for skills, responsibilities, and performance;
- Good and safe working conditions;
- Equal employment opportunities;
- Freedom from harassment or discrimination in the workplace; and
- Appropriate disciplinary and dispute procedures, and opportunity for redress against unfair or unreasonable treatment by the employer.

Finally, in all the countries referred here above, the appointments to or from within the public service shall be based on the merit principle, as determined by the respective legislation.

In order to further inform the development of the Code of Conduct in the Angolan public service, this paper has attempted to describe the values and the content of selected Codes-of-Conduct for public servants, as well as other relevant merit-based provisions in public service acts and regulations. This section has also tried to explain the difference between explicit and implicit merit-based systems; distinguished between merit as fairness, equity, and transparency, and merit as equality of opportunity.

5. Major challenges in implementing human resources management reform  
Immediately after Angola gained independence, the civil service faced a profound institutional void, which still affects the public sector today. Since the 1990s, however, a relatively modern legal framework has been put in place, thus providing the necessary basis for the further development of the public administration.

Modern policies have been adopted for human resources management to govern careers, selection, personnel development, recruitment, training, performance evaluation, creation and development of organizational structures, and personnel accountability.

The overall objective of the *Administrative Reform Programme* of the Government of Angola is to further strengthen the staff capacity of the public service to implement government policies and to transform the public administration into a valuable and indispensable tool in the promotion of economic and social development.

The main challenge facing the Government is therefore not the lack of regulatory frameworks, but rather deficient implementation of these policies, including lack of commitment by civil servants. Positive transformation in the public sector does therefore not only require a clear regulatory framework with well-defined functional

structures and legal procedures, but also committed, motivated and efficient staff.

As in so many other developing countries, the transformation of the public service into an effective instrument for economic and social development is proving difficult, where civil servants have the tendency to remain permanently trapped in institutional routine. The patterns, culture and work practices of the past continue to be perpetuated with few signs of genuine willingness or capacity to create a new work ethic.

At this juncture, the public service in Angola is highly bureaucratic in terms of structure, systems and operations. The public administration is the employer for all public servants; it appoints the heads of departments and controls, among other aspects, the pay, working conditions and advancement of all employees.

Many UNDP and donor programmes in the past have attempted to address areas that are directly or indirectly linked to public administrative reform in general and human resources management in particular. Currently, the key support activities in the area of administrative and civil service reform are being undertaken within the framework of the UNDP-funded *Institutional Reform and Administrative Modernization Programme*.

Public sector reform and administrative modernization can only succeed if there is a clearly defined vision of the future role of the public sector, and if there is ample political commitment on the part of the government, and broad-based ownership of the vision by the political leadership, the rank and file of the civil service and the private sector at large.

Such vision and ownership can provide the coherence necessary to make the civil service an instrument of development, while the absence

of these factors can only lead to more chaos and the proliferation of (often flawed) donor-led approaches and initiatives in the area of capacity building.

The Ministry of Public Administration, Employment, Social Security and State Services has concluded that the public administration in Angola does not have sufficient pool of well-qualified candidates, willing and able to take on the heavy responsibilities of chief executives in the public sector.

If good quality public management is to be assured in Angola, however, the public administration needs to be able to recruit and retain highly competent managers and leaders. Therefore, one of the major challenges for the Angolan Government remains to attract sufficient number of well-qualified senior staff to the public sector.

One way to improve and retain the motivation of staff in the Angolan public service could be to develop a

more effective promotion policy. Staff also need enhanced opportunities to undertake challenging assignments.

The formulation of a national strategy and policy on HRM should particularly aim at developing better management and leadership skills in the public sector in Angola. This should be followed by concrete actions such as the recruitment of a new cadre of leaders and senior civil servants into the public service, including leadership training.

Careful recruitment processes using detailed and relevant criteria are important in this respect to ensure that appointed leaders have the required skills and competencies.

## 6. Recommendations

In recent years, the focus of HRM reforms has changed considerably, as developing and developed countries are facing different sets of challenges in the new administrative environment of the 21<sup>st</sup> century.

For example, in a tighter labour market, recruiting and retaining high

quality personnel to the public sector is becoming a major issue in most countries. To enhance the integrity of the civil service and to strengthen its values, most countries have emphasized the importance of leadership development in the public sector. Knowledge sharing and management has also become another burning issue.<sup>13</sup>

Angola needs a lean, but capable civil service that can facilitate an effective and efficient public administration. To this effect and based on lessons learnt from other countries that have attempted to create a merit-based civil service, the following general and specific recommendations are made for further strengthening of the Angolan public service:

- Staff should be recruited on the basis of merit and adequately remunerated. A system for meaningful career progression

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<sup>13</sup> Recent Developments on Human Resources Management in OECD Member Countries, PUMA/HRM (2001)5/FINAL, page 3

should also be introduced. A strategy to progressively make salaries of civil servants, particularly senior staff, competitive with peers in the private sector, is essential. It is also important to introduce greater decompression in salary structures to ensure that managers and senior officers in the civil service are adequately remunerated.

- Staff should be recruited into the civil service based on competitive examinations. It raises the prestige of the profession.
- Senior managers and staff in the civil service should be provided with greater job security.
- Recognize and publicize good performance and reward role models among civil servants. At early stages of reform efforts when financial resources may be inadequate, the Government may opt to reward and recognize good performance and to publicize top performers and role models.
- Set clear performance standards. Transparency in the public sector

begins by developing concise performance and service standards for institutions and staff. In particular, there is need to inculcate a culture of professionalism and ethics in the public sector through articulating values, codes of conduct and training.

- Enact a law setting out the core principles guiding the public service. Establish a board, reporting to cabinet, to administer and monitor the implementation of the public service ethics law.
- The Code of Conduct for the public service should be updated to reflect ‘best practices’ from other countries. A statement of values should also be introduced for the public service. Ensure continuous communication of values and standards as well as regular training in public service ethics. Public service associations should be encouraged to play a catalytic role in institutionalizing professional values, formulating

codes of conduct and defending occupational interests.

- Introduce work methods and procedures in service delivery to reduce delays, to increase supervision and rotation of officers and surprise checks.
- Encourage mobility of staff between the private and public sectors, as well as within government to further motivate employees by offering interesting career prospects. Greater inflow of staff from the private sector may also enhance organizational competencies in the public sector.
- There is a critical need for departments to optimize the utilization of staff and to ensure that there is continuous performance improvement in the public service through the effective implementation of performance management and evaluation systems.
- Training and development initiatives should be aligned with the broader plans and programmes aimed at promoting

equity and empowerment of the previously disadvantaged groups.

It is thus of vital importance that the HRM development strategy for the public service is aligned with the national plan of training for civil servants.

- Downsize the civil service in order to be both affordable and in line with the public administration capacity and mission.
- Verify that the number of civil servants is consistent with the payroll list and eliminate ghost workers,
- Sub-contract or contract-out certain government activities, which should reduce the wage bill and improve the efficiency in the delivery of service.
- Restructure remuneration, particularly to make in-kind benefits more transparent, minimizing the departure of skilled staff in favour of higher private sector wages, by increasing real wages of selected groups, especially those in upper echelons.

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