

- Minaar, F. and Bekker, J.C.O. *Public Management in the Information Age*. Pretoria: Van Schaik.
- Ministry for Welfare and Population Development. 1995. *Green Paper on Population Policy for South Africa*. Pretoria: Government Printer.
- Miraftab, F. 2003. The perils of participatory discourse: housing policy in postapartheid South Africa. *Journal of Planning Education and Research*, Vol. 22. DOI: 10.117/0739456X02250305.
- Phago, K.G. 2004. *Consolidating service delivery within the City of Tshwane Metropolitan Municipality: PPP and their role in extending access to local governance*, MADMIN dissertation. Pretoria: Vista University.
- Ramabulana, R.T. 2004. A research proposal writing workshop. In Mafunisa, M.J. and Maserumule, M.H. 2004. *Cases in Public Administration and Management: A South African perspective*. Sandown: Heinemann.
- Republic of South Africa. 1994. *White Paper on Housing, 1994*. Pretoria: Government Printer.
- Republic of South Africa. 1994. *RDP: White Paper, 1994*. Pretoria: Government Printer.
- Republic of South Africa. 1997. *Housing Act of 1997 (Act 107 of 1997)*. Pretoria: Government Printer.
- Republic of South Africa. 1999. *Statistics Act, 1999 (Act 6 of 1999)*. Pretoria: Government Printer.
- Smit, P.J. and Cronje, G.J. 1999. *Management Principles: A contemporary edition for Africa, 2nd edition*. Kenwyn: Juta & Co.
- Stack in Cloete, F.; Schlemmer, L. and Van Vuuren, D (eds.). 1991. *Policy options for a new South Africa*. Pretoria: HSRC.
- Statistics South Africa. 2001. *Strategic plan 2003/04-2005/06*. Pretoria: Statistics South Africa.
- Thornhill, C. 2004. Municipal Government: Acknowledging democratic imperatives. *Special issue of Journal of Public Administration*, Vol. 39, Issue 4.1, November, pp. 470-480.
- Wakely, I.P.; Schmetzer, H. and Mumtaz, B. 1976. *Urban housing strategies: education and realisation*. Nairobi: Pitman Publishers.
- Van der Waldt, J.L. 2005. *Director Policy Development: Department of Housing*. Personal Interview held on the 13 June 2005 at the National Department of Housing offices in Pretoria.
- Van der Waldt, G. 2004. *Managing performance in the public sector: concepts, considerations and challenges*. Cape Town: Juta.

THE ENVIRONMENT IN WHICH PUBLIC ADMINISTRATION FUNCTIONS IN SUB-SAHARAN AFRICA

R. E. Schoeman
University of Pretoria

E. J. van Rooyen
University of Pretoria

ABSTRACT

The purpose of this paper is to demonstrate the challenging environment in which public administration is being implemented in developing countries. Governments and public administrations in developing countries play an important role in responding to the new responsibilities emerging from the quest for sustained economic growth and sustainable development. Among other things governments have to develop essential infrastructure, reduce socio-economic inequality, combat poverty, support social and private sector development and protect the environment. Governments also have the responsibility to strengthen public administrations in order to ensure effective service delivery. The environment in which public administration functions in sub-Saharan African countries is complex and affected by challenges such as crippling national debt, corruption in governments, human rights violations, poverty, conflict, HIV/AIDS and other infectious diseases, and famine to name but a few. It is expected of governments to perform and conform to standards that are set in the global arena.

INTRODUCTION

The African continent faces daunting challenges in the new millennium, such as crippling national debt, corruption in governments, human rights violations, poverty, conflict and famine to name but a few. Sub-Saharan Africa is no stranger to these challenges, and with the world's largest number of people living with HIV/AIDS in the region it faces a potential disaster. The UNDP report on development, planning and HIV/AIDS in sub-Saharan Africa states in its introduction that HIV/AIDS is one of the most critical development challenges in the region. The report further argues that it is widely

recognised that HIV/AIDS overturns the successes in human development in sub-Saharan Africa with the end result of undermining development and economic growth. The epidemic also creates grave challenges to public sector management and governance.

The African continent is also struggling to meet the development goals of the United Nations; indeed it has been struggling with development for over forty years. This dilemma in which Africa finds itself is not for the lack of efforts or ideas from either the African people nor its leaders to work towards developing the continent and its people. The many international and regional organisations with their aims and objectives all have a dramatic impact on the public administration of developing countries. Most developing countries struggle with a lack of capacity in government, corruption of public officials and governance. In the development arena alone there numerous reports that needed to be compiled by governments for international and regional organisations. The domestic problems the developing countries faces also place a strain on the public administration. Foreign aid, although very necessary, is not the only ingredient that is needed for sustainable development for the region. A new way of reforming activities, different ways where the developed and developing world is both responsible and accountable need to be found.

INTERNATIONAL ENVIRONMENT IN WHICH PUBLIC ADMINISTRATION FUNCTIONS

The following elucidation serves to explain the international environment in which public administration functions. A number of prominent entities are discussed in this regard.

United Nations system

In September 2000 the General Assembly of the United Nations adopted Resolution 55/2: The United Nations Millennium Declaration (United Nations 2000: 1). World leaders agreed at the subsequent United Nations Millennium Summit to the Millennium Development Goals, a set of time-bound and measurable goals for fighting hunger, poverty, illiteracy, disease, discrimination against women and environmental degradation. During 2002 at the International Conference on Financing for Development in Monterrey, Mexico, developed and developing countries committed to these Millennium Development Goals (MDGs) by corresponding these commitments with resources and action. These MDGs gave recognition to the world's collective responsibilities as well as to nations' individual responsibilities to uphold the principles of human dignity, equality and equity at global level (United Nations 2000: 1).

There are many United Nations reports that feed into the Millennium Development reporting mechanism of which the most important are the Human Development reports, The Regional Economic Commission reports and the Secretary-General's MDG reports. The Millennium Development Report (2005) is the most comprehensive and updated of these reports (Whiteside 2006: 332). This report emphasizes the importance of the MDGs and states that it is the most broadly supported, all-inclusive and explicitly poverty focused

targets that the world has ever established (United Nations Millennium Project 2005: 2). These goals represent a fruitful existence for the billion-plus people living in severe poverty worldwide. The report provides overall figures of progress worldwide, such as the average income increase by about 21%, a declined number of people living in extreme poverty, declined child mortality rates and a rise in the average life expectancy from 63 to 65 years (United Nations Millennium Project 2005: 8). This progress is not uniform across the world. Sub-Saharan Africa in particular is experiencing the brunt of the development crisis with food insecurity, a rising HIV prevalence rate, rising numbers of people living in abject poverty, a rising child mortality rate and a decline in life expectancy.

The report identifies a number of reasons for the underperformance in achieving the MDGs. One of the reasons is delays in development occurs with the failure of governance when governments do not uphold the rule of law, manage sound public administration, respect human rights and follow good economic policy. Another reason is that many countries fall in the poverty trap and are so poor that they cannot get themselves out of severe poverty. The discrepancy in one country can be so large that there are pockets of poverty that urgently need investment in infrastructure, human capital and public administration. The last reason mentions policy neglect, where policymakers are not aware of what to do, or neglect public issues (United Nations Millennium Project 2005: 22).

One of the organs of the UN that has a huge impact on developing countries is the Organisation for Economic Co-operation and Development, and its sub-committee, the Development Assistance Committee (OECD – DAC). The Organisation for Economic Co-operation and Development (OECD) had been established in 1961 with twenty original members, mostly west European countries, the United Kingdom, Canada and the United States (OECD 2003). Since then, many countries have joined the OECD and even South Africa is contemplating membership. The OECD has set up several specialised committees to achieve its goals of which the Development Assistance Committee (DAC) was established to oversee aid, aid effectiveness and also to harmonise aid.

The goal of the United Nations Development Programme (UNDP) is to accelerate sustainable development, secure social support and attract foreign direct investment to Africa. UNDP is assisting in the simultaneous development of NEPAD and the AU by supporting the involvement of African civil society in NEPAD and encouraging the industrialised world to support the programme (Bekoe & Landsberg, 2002, p.14). The UNDP also assisted with the development of the OAU's legal and political tools in its transformation into the AU, thus supporting the integration of NEPAD into the AU. NEPAD's objectives are in alignment of the United Nation's Millennium Development Goals and in most cases they overlap. The UNDP is actively involved in securing investment from non-G8 countries. The organisations also assist African countries to obtain sovereign country credit ratings to help attract private investors (Bekoe & Landsberg, 2002, p.15).

Bretton Woods Institutions

The World Bank has adopted a more consultative approach to African countries, especially where development is concerned. The development of the programme to reduce debt for

Heavily Indebted Poor Countries (HIPC) and the Poverty Reduction Strategy Papers (PRSP) were done in consultation with governments in partnership with civil society organisation (Bekoe & Landsberg, 2002, p.15). The World Bank has adopted a regional approach to Africa. NEPAD is the ideal platform from which it can support regional issues such as poverty, HIV/AIDS and debt reduction. The Bank welcomed the African peer review process that will assist in the assessment of Africa's own programmes.

The Group of 8 (G8)

The Group of 8 is the heads of state or government of the major industrial democracies who meet every year to deal with economic and political concerns facing their own societies and the global community (G8 2005). The G8 summits are also attended by heads of international organisations and some heads of state of developing countries. This provides the heads of state of developing countries an opportunity to influence the G8 leaders on developmental, political and economic issues. The agenda of the July 2005 summit in Scotland was dominated by the Millennium Development Goals, development challenges facing sub-Saharan Africa and debt relief for the world's poorest countries (G-8 2005). Other issues that were discussed are peace and security, democracy, growth and action to combat HIV/AIDS and other diseases as well as the promise to double aid for Africa by 2010 and write off the debt of the eligible heavily indebted poor countries. The G8 was criticized because most of the aid was earmarked for emergency relief rather than the development aid needed for investment in growth (Lake & Todd Whitman 2006: 105).

The G8 plays an important role in setting the international economic and political environment. At the 2002 G8 summit in Kananaskis in Canada, the G8 adopted the Africa Action Plan in response to the New Partnership for Africa's Development (NEPAD) (Institute for Security Studies 2005). The Africa Action Plan is interlinked with NEPAD and together they form a partnership based on African priorities for the African people.

European Union

The European Union (established in 1992 with Maastricht Treaty) consists of 25 member states, with three countries joining in 2007 and Turkey as a candidate country. The Euro is the official currency, but there are also 12 other currencies in use.

As the European Union (EU) changed its name from the European Economic Community (established in 1957 with the Treaty of Rome) and then the European Community, so has it changed from an initial economic union to a more political one (Europe Cares 2005).

Africa and Europe's relationship is deeply rooted in history, with Europe one of Africa's major colonialisers (Commission of the European Communities, 2005). The EU is the world's largest donor in Africa, especially sub-Saharan Africa with over EURO 14 billion in aid in 2004, and it is the African continent's main trade and economic partner. Because of its specific challenges, Sub-Saharan Africa receives additional funding from the Revision of the Cotonou Partnership Agreement (Europe Cares 2005). With the onset of the United

Nation's Millennium Development Goals project, the EU decided to increase funding for Africa and also developed an EU strategy for Africa (Commission of the European Communities, 2005: 2). The overall goals of the strategy are to support Africa's efforts to achieve the UN Millennium Development Goals and also provide a comprehensive, integrated and long-term framework for its relations with Africa. Good governance and peace and security are essential prerequisites for Africa's sustainable development (Commission of the European Communities, 2005: 4).

Africa Commission

The Africa Commission reported in 2005 by means of a comprehensive report *Our common interest* (Commission for Africa 2005) that poverty and stagnation in Africa are the greatest tragedy of modern times that demands a forceful response. Although Africa has made some improvements in economic growth and governance, the continent needs accelerated reform, both from the developed world and Africa to pull itself out of the cycle of poverty. The Commission proposed a 'coherent package' for Africa's upliftment, including governance and capacity building, peace and security, education, public health, HIV/AIDS, growth, poverty reduction and, more and fairer trade. The report calls for an additional 25 billion US\$ per year, in aid to implement the package (Commission for Africa 2005).

Commonwealth of Nations

Queen Elizabeth II is the Head of State of the Commonwealth of Nations, an alliance of 53 independent sovereign states, almost all of which are former territories of the British Empire (Wikipedia 2005). The Queen does not have political power over member states and the states do not automatically belong to the British Monarch. The Commonwealth Secretary-General is the chief executive of the organisation and is elected by the heads of states (The Commonwealth 2006). The main goal of the Commonwealth is to create an environment of economic co-operation between the members and the promotion and support of democracy, human rights and governance in the member nations. Except for the economic co-operation, the member states also discuss social, environmental, health and developmental issues. HIV/AIDS, sustainable development and security issues are regular items on the agenda. Although this is not a political union, matters that have a political impact are being discussed and resolutions that emanate from them may have an influence over a member state. This may create an atmosphere of peer pressure among member states to improve their administrations for better service delivery.

The Non-Aligned Movement

The Non-Aligned Movement was established in 1961 to express concern that the acceleration of the arms race between the Soviet Union and The United States of America (USA) might result in war between the two world powers (Non-Aligned Movement 2004). During the 1964 Cairo conference the Movement condemned Western colonialism and

the retention of foreign military installations (Non-Aligned Movement 2004). Subsequently the focus moved from political matters to the support of global economic and other problems. Today the Non-Aligned Movement has about 115 members that represent the developing countries' priorities and interest. The Non-Aligned Movement tried to create and follow an independent path in world politics that will put them on the same platform as the big powers. Another focus of the Movement is to work towards the restructuring of the global economic order. The Movement work towards the G8 and European Union to exercise influence on these organisation to make decisions benefiting the developing world. The Non-Aligned countries also endeavour to unify their actions to the United Nations and other international discussions to form an effective pressure group. During a meeting in 2002 the Chair of the Non-Aligned Movement said that the Movement is currently faced with a situation that is completely different from its establishment forty years ago and encouraged member countries to dialogue with developed countries to ensure the developed countries understand the situation in the developing countries fully (Non-Aligned Movement 2004).

World Trade Organisation (WTO)

One of the most controversial international, multilateral organisations is the World Trade Organization (WTO), the only global organisation dealing with the regulations of trade between nations. The WTO's main goals are to decide on rules for the international trading system and resolve disputes between its member states (Wikipedia 2004).

One of the most important agreements originated from the establishment of the WTO in 1995 is the Agreement on Agriculture (AoA) (Wikipedia 2004). The AoA is based on three concepts, domestic support, market access and export subsidies. A criticism of the AoA is allowing rich countries to continue to pay their farmers subsidies which developing countries cannot afford. Developing countries have become significantly more involved in WTO discussions, especially in the field of agriculture. They also had an active involvement in the ministerial declarations and decisions issued in Doha, Qatar, in November 2001 (Wikipedia 2004). There has been criticism that the WTO does not run the global economy without bias, and that it has a regular bias toward rich countries and multinational corporations. An example is where rich countries are able to carry on levying high import duties and quotas in particular products, hindering imports from developing countries such as clothing. The protection of agriculture in developed countries, market access and domestic support were a direct consequence of the suspension of negotiations on the Doha Development Agenda on 24 July 2006 (World Trade Organisation 2006).

REGIONAL ENVIRONMENT IN WHICH PUBLIC ADMINISTRATION SHOULD FUNCTION

During the last five years African leaders have renewed efforts at uniting Africa to face the challenges brought on by globalisation and trade liberalisation. The *Millennium Africa Recovery Programme* and the *Omega Plan* which were merged

to form the *New Africa Initiative* and later the *New Partnership for Africa's Development* and the newly remodelled African Union and are the most important of these initiatives. While the African Union (AU) calls on self-sustaining Africa, the *New Partnership for Africa's Development* (NEPAD) looks at the industrialised world for partnerships to sustain its programme.

There are many challenges that face these new initiatives. On the economic side, there are many economic groupings such as the Southern African Development Community (SADC) in the South, the Economic Community of West African States (ECOWAS) in West Africa, the Maghreb Union of North Africa, the Common Market for Eastern and Southern Africa (COMESA) and the Intergovernmental Authority for Development (IGAD). It may be difficult to bring all these economic groupings together in a single block as some of the economic groups argue that they are better off alone. The language issue is still a contentious one and many African leaders fail to see the challenges facing Africa from a wholly African perspective. They see it rather from the Francophone versus Anglophone perspective.

African Union (AU)

On 25 May 1963, 32 African government representatives established the *Organisation of African Unity* (OAU) in Addis Ababa with the signing of the OAU Charter. The main objectives of the OAU were to rid Africa of colonialism, promote unity and sovereignty among African states, promote development, ensure sovereignty and territorial integrity, and to promote international co-ordination within the setting of the United Nations (African Union 2005, Introduction). The OAU has, through the years, embarked on various initiatives to unify the states and to enhance economic and social development. The Lagos Plan and the Final Act of Lagos of 1980 mentioned self-reliant development and cooperation among African countries. Many programmes, charters, agendas and declarations followed – always with the OAU's determination to place the African citizen at the centre of development and decision-making (African Union 2005). One of the most important treaties established the African Economic Community (AEC), commonly known as the Abuja Treaty seeking to create the AEC through six stages culminating in an African Common Market (Leshaba 2004: 5). The OAU has laid a solid and firm foundation for the unity and solidarity of Africa.

During the celebrations of the 40th anniversary of the Organisation of African Unity on 23 May 2003, the South African President and President of the African Union, Mr. Thabo Mbeki stated that the new issues on the continent's agenda are issues of democracy, peace and stability, good governance, sustainable development, human rights, health, gender equality and, computer and information technology (Mbeki 2003). These issues are quite different from the ones that the OAU had to face forty years ago.

New Partnership for Africa (NEPAD)

NEPAD is the end product of three initiatives that started in 2000 in Africa and ended in 2001 with the inception of the New Partnership for Africa's Development. The *Millennium*

Partnership for Africa's Recovery Programme (MAP) was the first of these initiatives. The Organisation of African Unity (OAU) gave a mandate to Presidents Thabo Mbeki of South Africa, Olusegun Obasanjo of Nigeria and Abdelaziz Bouteflika of Algeria to investigate ways in which Africa can deal with, and beat its large debt situation (De Waal 2002: 466). The OAU also mandated the three presidents to approach Africa's creditors on the abolition of all of Africa's external debt. They were also given the task to prepare the *Millennium African Recovery Programme* (Melber 2003: 3). The motivation behind the idea of the African Renaissance is the self-reliance of Africa and African ownership over African affairs (Melber 2003: 2). Many of the MAP ideas were later integrated into the NEPAD documents.

NEPAD is a framework of interaction between Africa and the rest of the world, and is based on an agenda set by Africans for Africa. The primary objectives of NEPAD are to end poverty, place African countries on a path of sustainable development; end the marginalisation of Africa in the global scenario; fully integrate the continent into the global economy; and to accelerate the empowerment of women (NEPAD 2005 Objectives). During the 2005 Gleneagles G8 Summit the industrial countries re-affirmed debt cancellation for 14 African countries that have reached the Heavily Indebted Poor Countries (HIPC) completion point, but the disappointment of this action is that it seems that most of the promised new aid to these countries will go towards the debt cancellation for the said countries (Landsberg, 2005, p. 9). The G8 committed itself to universal access to antiretroviral drugs for people living with AIDS as well as funds for peacekeeping. Yet again these pledges were vague, without concrete plans and budgets.

NEPAD faces many challenges within Africa in the form of criticism by some civil society organisations that NEPAD adopted a top-down approach without consulting the sector. NEPAD is supposed to be a development agenda by Africans for Africa, but surprising little of the general African people knows the content, role and intentions of the programme. The African leaders at the centre of the NEPAD process, Mbeki, Obasanjo, Bouteflika and Wade are being blamed for taking the approach of knowing what their people want and providing it for them (NALEDI & ALRN, 2003, p. 59). The fact that NEPAD is concerned with external issues, such as donors and investors instead of consulting civil society about the pressing issues of debt, AIDS and poverty further widened the divide.

Southern African Development Community (SADC)

The Southern African Development Coordination Conference (SADCC), was established in 1980 as a free alliance of nine countries in Southern Africa with the goal of coordinating development projects to assist them with reducing the economic dependence on the then apartheid South Africa (SADC 2006). In 1992 the transformation from a Coordinating Conference to a Development Community took place with the signing of the Declaration and Treaty at the summit of heads of state of fourteen Southern African countries which gave legal status to the Southern African Development Community (SADC). The headquarters are in Botswana.

The main objectives of SADC are economic growth, poverty alleviation, promotion of peace and security, promotion of democracy, enhance the standard and quality of life of the peoples of Southern Africa, sustainable development and support the socially disadvantaged through regional integration (SADC 2006). The SADC Programme of Action was developed to assist the organisation to attain its goals.

United Nations Economic Commission for Africa (UNECA)

The Economic Commission for Africa was established in 1958 and is under the administrative direction of United Nations (UN) headquarters. (UNECA 2006). It has 53 member states, including sub-Saharan African states, and its mandate is to support economic and social development, encourage regional integration and promote international co-operation for Africa's development. UNECA's main activities include policy analysis, advocacy, enhancing partnerships, technical assistance, communication and knowledge sharing. The organisation annually produce a report on Africa, called *Economic Report on Africa* (UNECA 2006) that gives an overview of the economic status of the member countries.

Common Market for Eastern and Southern Africa (COMESA)

The Common Market for Eastern and Southern Africa succeeded the Preferential Trade Area for Eastern and Southern Africa in 1993 (Institute for Security Studies 2006). COMESA has twenty members and its overarching goal is to strengthen the process of regional economic integration. Issues such as sustainable growth, joint development in all economic activity, cross-border co-operation and investment, peace, security and stability are high on COMESA's agenda. Most of the sub-Saharan African countries are members of COMESA.

POLITICAL ENVIRONMENT IN WHICH PUBLIC ADMINISTRATION FUNCTIONS

One of the greatest threats to human security in Africa is violent conflicts and war. Wars have displaced millions of people, disrupted lives, killed and maimed many people and destroyed the infrastructure of countries. Violent conflicts and wars can also roll back the human development gains built up over many years (United Nations Development Programme 2005: 151). The World Bank estimates that wars and violent conflict cost Africa at least 2% loss of economic growth during the 1990s (Institute for Security Studies 2006). During the past ten years various violent conflicts and war have disrupted the lives of the people of sub-Saharan Africa. In conflict situations the principles of democracy are not adhered to and corruption in what is left of a government is rife. The Democratic Republic of the Congo is one example where the whole government has virtually been paralysed, infrastructure destroyed and disrupted. For the rich countries to support developing countries with aid peace and security is a prerequisite.

ECONOMIC ENVIRONMENT

Poverty in Africa, and particularly sub-Saharan Africa, is significantly higher than in other developing regions, with poverty increasing in the region. Almost half of Africa's population lives on less than US\$ 1 per day in spite of the considerable growth of the African gross domestic product (GNP) in recent years (Economic Commission for Africa 2005: 1). The question arises what is the reason for the lack of Africa's response to economic growth and poverty. The growth rate is not high enough, as most African countries need to grow by an average of 7% per year just to reach the millennium development goals (MDGs), and some countries in sub-Saharan Africa need to even be better than that. Unemployment and the inequalities in wealth distribution are also factors of low economic growth. For sub-Saharan Africa to have economic growth to attain the MDGs targets massive investment is needed to break down the internal barriers that hold the region back (Commission for Africa 2005: 15). There is a strong link between income growth and poverty reduction, therefore growth is central to poverty reduction (International Bank for Reconstruction and Development & the World Bank 2005: 18).

There is an intensified spotlight on corruption and governance in African politics. Corruption and governance in governments are increasingly used by international financial institutions and donors as criteria for grant aid. Although the two concepts are related they are separate concepts. Corruption can be described as the abuse of power for private gain where governance characterises the customs and institutions by which authority in a country is applied for the common good. No state can achieve its political, economic and social objectives without good governance and prevention of corruption.

SOCIAL, HEALTH AND DEVELOPMENTAL ENVIRONMENT

HIV/AIDS is potentially one of the most serious threats to sustainable development in Africa. Sub-Saharan Africa is especially hard hit with approximately 25,4 million people living with HIV, which represent 60% of all HIV positive people world wide (UNAIDS, 2005, Fact Sheet). Life expectancy at birth has dropped below 40 years in nine African countries: Botswana, Central African Republic, Lesotho, Malawi, Mozambique, Rwanda, Swaziland, Zambia and Zimbabwe (UNAIDS, 2005, Fact Sheet). As AIDS affect the most productive sector of the population on a continent where four out of ten people live on less than US \$1 per day HIV/AIDS needs to be taken seriously and be made a priority (Bond, 2003, p. 16).

According to the *Global Monitoring Report* (2005) there have been some success with achieving the *Millennium Development Goals* in sub-Saharan Africa, but it also stresses that bold actions are urgently needed if the development agenda that was envisaged is to be realised (International Bank for Reconstruction and Development & The World Bank 2005: xvii).

The Millennium Development Goals Report (United Nations 2005) is comprehensive and shows the gains that has been made, but also point out the lagging behind of many regions, especially sub-Saharan Africa. In sub-Saharan Africa, which already had the

Table 1: Measurement of the Millennium Development Goals in sub-Saharan Africa in 2005

	Goal	Target	2005 Report for sub-Saharan Africa
Goal 1	Eradicate extreme poverty and hunger	Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	The number of people has risen from 227 million in 1990 to 271 million in 1996 to 131 million in 2001.
		Halve, between 1990 and 2015, the proportion of people who suffer from hunger	Number of hungry people in the region has grown with tens of millions from 1990 to present
Goal 2	Achieve universal primary education	Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	The region has made some progress, but still have one third of its children out of school
Goal 3	Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	There is still an alarming gender gap in primary education, with the effects of HIV/AIDS in the region exacerbating the situation
Goal 4	Reduce child mortality	Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	Sharp increases in infant and child mortality rates.
Goal 5	Improve maternal health	Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	The region has the highest maternal mortality rate in the world.
Goal 6	Combat HIV/AIDS, malaria and other diseases	Have halted by 2015 and begun to reverse the spread of HIV/AIDS	The region has the highest number of people living with HIV/AIDS in the world, 25.8 million out of 38.6 million.
		Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	<ul style="list-style-type: none"> • Tuberculosis increasing because of high HIV-positive rates • TB multi-drug resistance increases • Drug resistance created a market for mosquito nets.
Goal 7	Ensure environmental sustainability	Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	There have been some gains, but the region still lags behind.
Goal 8	Develop a global partnership for development	Upliftment of poorest countries	Aid was increased, but the region still needs external financing to attain its development goals.

Source: United Nations. 2005. *The Millennium Development Goals Report 2005*. New York: United Nations Department of Public Information.

world's highest poverty rate, the situation deteriorated further instead of getting better. The poorest region has fallen far behind in the goal to halve the proportion of people living on less than US\$ 1 per day, in fact the very poor are getting poorer (United Nations 2005: 7). Conflict, disease and disasters exacerbate poverty and hunger in the region further.

Gender equality is still a massive problem in Sub-Saharan Africa. It is feared that women will be affected the hardest when African economies are liberated as they are found in mostly vulnerable sectors such as textile, clothing, food and leather. It is also the girl child who is taken out of school to assist at home when difficulties start. It is well known that micro-credit may assist in poverty alleviation, but experience has shown that women are not usually the ones benefiting from the mechanism (NALEDI & ALRN, 2003, p. 61). Education is not only a vehicle that gives people more choices in life; it is also a way for women to be empowered and uplifted. Children out of school are mostly from poor households, where the mothers often have no formal education. In a region such as sub-Saharan Africa, where poverty and disease rates are high, girl children are often taken out of school to help with the caring of sick parents or younger siblings. There is also a serious concern for the gender gap in primary and secondary school enrolment in the region. Overall women have the smaller share of paying jobs than men, they are being paid less than men and have more low-status jobs.

Sub-Saharan Africa has lost almost all the gains it made in the eighties on infant and child mortality due to the out-of-control HIV/AIDS epidemic. Some countries in the region are back to the rates they recorded in the 1950s and 1960s. The region will require drastic action to reduce these rates. The risk of dying during pregnancy or childbirth is 1 in 3800 in the developed world and 1 in 16 in sub-Saharan Africa. HIV/AIDS, poverty, lack of education, infectious diseases and the status of women in the region are all contributing factors to this tragic situation. More than a quarter of the adult population in the region is HIV-positive. The consequences of the epidemic are many with the cost to human life the worst and the saddest. Other diseases like tuberculosis and malaria are also increasing because of the AIDS epidemic.

HIV/AIDS is potentially one of the most serious threats to sustainable development in Africa. Sub-Saharan Africa is especially hard hit with approximately 25,4 million people living with HIV, which represent about 60% of all HIV positive people worldwide (UNAIDS 2005, Fact Sheet). Life expectancy at birth has dropped to below 40 years in nine African countries: Botswana, Central African Republic, Lesotho, Malawi, Mozambique, Rwanda, Swaziland, Zambia and Zimbabwe (UNAIDS 2005, Fact Sheet). As AIDS affect the most productive sector of the population on a continent where four out of ten people live on less than US \$1 per day, HIV/AIDS needs to be taken seriously and be made a priority (Bond 2003: 16).

Other major challenges such as food security, education, empowerment of women and poverty are linked closely to HIV/AIDS. The region has 34 of the world's 50 least developed countries and it will need a special effort from both the continent and the developed countries to make major progress towards the Millennium Development Goals (UNFPA 2005). Africa is the poorest region in the world, with sub-Saharan Africa's per capita GNP one tenth of that of Latin America (Mboweni 2003). Although Africa has a positive growth

rate, it will not be enough to meet the Millennium Development Goals by 2015. The International Monetary Fund (IMF) has estimated that the sub-Saharan region should have a growth rate of about 7% per year if the MDGs are to be achieved (Mboweni 2003).

Gender equality is still a massive problem in Africa. It is being feared that women will be affected the hardest when African economies are liberated as they are found in mostly vulnerable sectors such as textile, clothing, food and leather. With the threat of HIV/AIDS it is the woman and girl child who will be affected the worse, as they are the natural care givers of the young and ill. It is also the girl child who is taken out of school to assist at home when difficulties start. It is well known that micro-credit may assist in poverty alleviation, but experience has shown that women are not usually the ones benefiting from the mechanism (NALEDI & ALRN, 2003, p. 61).

The impact of HIV/AIDS on sub-Saharan African governments' fiscal policy will most probably be the direct effects on some key areas of government spending, such as the health and social budgets. Some of the indirect effects will come from the collective economic impacts, the increase of poverty, distorted development spending, and the increased demands on government to alleviate poverty (De Waal 2003: 4). Although some of the countries have a high GDP *per capita* the overall low ranking of human development index and poverty, high HIV prevalence rates, high infant and mortality and maternal mortality rates will have a huge impact on governments' spending.

CONCLUSION

Ensuring effective and efficient public administration and management of a developing country is at best not an easy task. In most developing countries' governments are a major employer and service provider. Governments and public administrations in such countries play an important role in the pursuit for sustained economic growth and sustainable development. The *Global Monitoring Report* (2005) states that one of the most difficult challenges that face sub-Saharan African governments is the scaling up of service delivery and all associated activities. Skilled service providers, infrastructure and resources form indispensable ingredients in the mix of scaling up service delivery. Governments are faced with numerous international and regional organisations' goals and reporting mechanisms, while also having to be able to come to grips with the particular problems and challenges facing their own administration. The environment in which public administration functions in sub-Saharan African countries is affected by internal problems and challenges such as national debt, corruption in governments, human rights violations, poverty, conflict, HIV/AIDS and other infectious diseases, and famine. The administration is also expected to report on the many economic, social, health and developmental goals that were set by both international and regional organisations. Most sub-Saharan African countries are poor and dependent on donor funding and assistance. The very issues that they have to report on, and are being judged upon, are the issues they grapple with at domestic level. Although sub-Saharan Africa needs a huge amount of resources if it wants to meet the Millennium Development Goals, the lack of capacity in most countries' administrations and the inability to absorb and spend donor funding

only exacerbates the problems. Future best practices are important aspects to be studied and recorded. Longitudinal research is crucial to improve the disposition of developing countries' public administration.

BIBLIOGRAPHY

- Adejumobi, A. 2002. Globalisation and Africa's Development Agenda. From the WTO to NEPAD. Retrieved 19 October 2005. <http://www.eaecon.org/EEA/conferences/papers/Said%20Adejumobi%20-%20Global-NEPAD-EEA-Conference-Said.doc>.
- African Union. 2005. African Union in a nutshell. Retrieved 6 October 2005 from the AU Web site. <http://www.africa-union.org/home/Welcome.htm>.
- Akukwe, C. 2002. Africa, Nepal and G-8: The Road Ahead. Retrieved 29 September 2005. <http://chora.virtualave.net/africa-nepad.htm>.
- Bekoe, D.A. & Landsberg, C. 2002. NEPAD: African Initiative, New Partnership? IPA Workshop Report 16 July 2002. Retrieved 29 September 2005. http://www.ipacademy.org/PDF_Reports/NEPAD.pdf.
- Bond, P. 2003. NEPAD: A new Partnership between the Rider and Horse? Retrieved 24 October 2005. http://www.sarpn.org/documents/d0000406/P374_LaRRI_NEPAD.pdf.
- Commission for Africa. 2005. Our common interest: Report of the Commission for Africa. Retrieved on 2 May 2006. <http://www.commissionforafrica.org/english/report/introduction.html>.
- Commission of the European Communities. 2005. EU Strategy for Africa: Towards a Euro-African pact to accelerate Africa's development. Retrieved on 08 August 2006. http://europa.eu.int/eur-lex/LexUriServ/site/en/com/2005/com2005_0489en01.pdf.
- Commonwealth of Nations (The). 2006. General Information. Retrieved on 26 July 2006. <http://www.thecommonwealth.org/>.
- Debt AIDS Trade Africa (DATA). 2004. G8 and African Leadership in the War on AIDS and Extreme Poverty. Retrieved 14 October 2005. <http://www.data.org/archives/G82004report.pdf>.
- De Waal, A. 2002. What's New in the 'New Partnership for Africa's Development'? *International Affairs*, 78(3), p.463-475, 2002.
- Economic Commission for Africa. 2005. *Economic report on Africa 2005. Meeting the challenges of unemployment and poverty in Africa*. Addis Ababa: UNECA.
- Europe Cares. 2006. The European Union and Africa. Retrieved on 08 August 2006. <http://www.europe-cares.org/africa/>.
- G8. 2005. Background and history. Retrieved on 24 July 2006. http://www.g7.utoronto.ca/what_is_g8.html.
- Institute for Security Studies. 2005. ISS SEMINAR: Implementation of the Joint Africa/G8 Plan to Enhance African Capabilities to Undertake Peace Support Operations: Survey of G8 and African Activities and Perspectives on Potential Areas for Further Collaboration. 2 June 2005. Retrieved on 24 July 2006. <http://www.issafrica.org/AF/RegOrg/nepad/g8evian.pdf>.
- Institute for Security Studies. 2006. African organisations: COMESA. Retrieved on 08 August 2006. http://www.iss.org.za/index.php?link_id=14&slink_id=3064&link_type=12&slink_type=12&tmpl_id=3.
- Institute for Security Studies. 2006. Safety and Security. Retrieved on 09 August 2006. http://www.iss.org.za/index.php?link_id=22&link_type=12&tmpl_id=2.
- International Bank for Reconstruction and Development The World Bank. 2005. *Global Monitoring Report 2005*. Washington: The World Bank.
- Lake, A. & Todd Whitman, C. (Chairs). 2006. More than Humanitarianism: A strategic U.S. approach toward Africa. Retrieved on 05 June 2006. http://www.cfr.org/content/publications/attachments/Africa_Task_Force_Web.pdf.
- Landsberg, C. 2005. The making and evolution of NEPAD: A four-year appraisal. Unpublished paper written for the Centre for Conflict Resolution seminar on 'Building an AU for the 21st Century', Cape Town, 20-22 August 2005.
- Leshaba, M. A. 2004. Critical Analysis of Africa's Efforts at Regional Integration. Retrieved on 26 September 2005 from the Centre for Policy Studies Web site. http://www.cps.org.za/initiative_for_africa.htm.
- Mbeki, T.M. 2003. Message from the Chair of the African Union, the President of South Africa Thabo Mbeki, on the Occasion of the 40th Anniversary Celebrations of the Organisation of African Unity, 25 May 2003. Retrieved 6 October 2005 from the African Union Web site. <http://www.africa-union.org/home/Welcome.htm>.
- Melber, H. 2003. Between a Rock and a Hard Place? NEPAD, the G8 and the AU. Retrieved 4 October 2005. <http://www.afrika.no/noop/file.php?id=3935>.
- Metcalfe, P. 2002. Who or what is NEPAD? Retrieved 19 October 2005. http://www.foundation-development-africa.org/africa_development/nepad/nepad_general/role_of_aprm.htm.
- NALEDI & ALRN. 2003. Building Alternatives to Neo-Liberal Globalisation: The Challenges facing NEPAD. Retrieved 19 October 2005. <http://www.alrn.org/images/upload/nepadneoglobl.pdf>.
- NEPAD. 2005. NEPAD in Brief. Retrieved on 29 September 2005 from the Nepal Web site. <http://www.nepad.org/2005/files/inbrief.php>.
- Non-Aligned Movement. 2004. History. Retrieved on 24 July 2006. <http://www.nam.gov.za/background/history.htm>.
- Non-Aligned Movement. 2004. Reports. Retrieved on 24 July 2006. <http://www.nam.gov.za/reports/acti0902.htm>.
- OECD. 2003. *Harmonising donor practices for effective aid delivery. Good Practice Papers*. Paris: Cedex OECD Publications Service.
- Rizvi, H. 2005. Development: Global anti-poverty campaign hangs in the balance. Retrieved on 05 June 2006. <http://www.wipsnews.net/news.asp?idnews=29920>.
- Southern African Development Community (SADC). 2006. SADC Profile. Retrieved on 08 August 2006. <http://www.sadc.int/english/about/profile/index.php>.
- Southern African Development Community (SADC). 2006. Objectives. Retrieved on 08 August 2006. <http://www.sadc.int/english/about/objectives/index.php>.
- UNAIDS. 2005. *Africa Fact Sheet*. Geneva: UNAIDS.
- United Nations, General Assembly. 2000. Resolution 55/2. United Nations Millennium Declaration. Retrieved on 2 May 2006. <http://www.un.org/millennium/declaration/ares552e.pdf>.

- United Nations. 2006. The United Nations: Organisation. Retrieved on 26 April 2006. <http://un.org/aboutun/basicfacts/unorg.htm>.
- United Nations. 2005. *The Millennium Development Goals Report 2005*. New York: United Nations Department of Public Information.
- United Nations Development Programme (UNDP). 2005. *Human Development Report 2005*. New York: UNDP.
- United Nations Economic Commission for Africa (UNECA). 2006. About UNECA. Retrieved on 08 August 2006. <http://www.uneca.org/overview.htm>.
- United Nations, General Assembly. 2005. Resolution 60/1. 2005 World Summit Outcome. Retrieved on 3 May 2006. <http://daccess-ods.un.org/TMP/6017478.html>.
- United Nations Millennium Project. 2005. *Investing in Development. A practical plan to achieve the Millennium Development Goals. An Overview*. New York: UNDP.
- United Nations Economic and Social Affairs. 2005. *Development challenges in sub-Saharan Africa and post-conflict countries. Report of the committee for Development Policy on the seventeenth session (14-18 March 2005)*. New York: United Nations Publications.
- Van Donk, M. 2005. *Development planning and HIV/AIDS in sub-Saharan Africa*. Johannesburg: UNDP Regional Service Centre.
- Whiteside, A. 2006. HIV/AIDS and development: Failures of vision and imagination. *International Affairs* 82(2): 327-343.
- Wikipedia. 2004. The World Trade Organisation. Retrieved on 26 July 2006. http://en.wikipedia.org/wiki/World_Trade_Organization.
- Wikipedia. 2005. The Commonwealth of Nations. Retrieved on 24 July 2006. http://en.wikipedia.org/wiki/Commonwealth_of_Nations.
- Wikipedia. 2006. The European Union. Retrieved on 08 August 2006. http://en.wikipedia.org/wiki/European_union.
- World Trade Organisation. 2006. News Update. Retrieved on 25 July 2006. http://www.wto.org/english/news_e/news_e.htm.

TOWARDS DEVELOPING A FRAMEWORK FOR A PERFORMANCE MANAGEMENT SYSTEM IN THE LOCAL GOVERNMENT

V.P.P. Seemela
University of South Africa

ABSTRACT

Municipalities should conform to the Integrated Development Plan (IDP) and develop a performance management system with specific and realistic measures. It is critical that the plan obtains the support it requires from the municipal manager and other municipal officials. With a high-quality performance management process in place and the ability to develop a clear understanding of the environment, both internal and external, the municipality should be able to provide services to the members of the public effectively and efficiently.

This paper starts by defining the concepts *performance* and *performance management*. The factors that impact on performance management are identified and discussed. These factors include institutional climate and value orientations: ethos of objectives competence. An overview of the constitutional, legislative, and policy framework for performance management in municipalities was made. The paper further concentrates on the basic steps in designing a performance management system. These steps include: determining the performance gap and designing an action plan. Lastly, the paper's focus is on the implications of ineffective performance management systems on service delivery.

INTRODUCTION

The Republic South African's injustices of the past contributed to increased pressure on local government to achieve tangible outcomes in terms of improved services. In this discussion the term *municipality* will be used for the constituent roots of the sphere of local government, because a municipality, *per se*, is addressed.

A comprehensive definition of performance management is that it is a systematic process by which a public institution (municipality) involves its employees, by improving effectiveness, in the accomplishment of institutional goals and targets. This means that the