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LEARNING FROM GOVERNANCE INDICES

“Towards a Government Delivery Measurement tool (Index)”

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Key Messages:

Zambia does not have **one consolidated and widely accepted tool** for measuring Government delivery of development commitments and targets.

There does exist a list of targets, Key Performance Indicators (KPI) at Ministry level, but KPI's do not measure government delivery on commitments.

The brief builds and proposes a single, widely accepted composite index, **the Government Delivery Index (GDI)**.

The GDI will create awareness and drive Government to align its various strategies, track and timely review its performance.

This Policy Brief builds the case for the Government to develop a standard tool (metric), which will be a **guide for monitoring and evaluating performance and progress towards delivering on its commitments**.

Alignment of key strategic documents is an urgent requirement as it will enhance a harmonized way of monitoring Government delivery.

Summary

This Policy Brief argues the case for Government to develop the Government Delivery Index (GDI) as a performance monitoring, evaluation and learning tool, to support relevant policy and also enlighten the Zambian people on how the Government is delivering on its commitments.

Statement of the problem

Good Policies are pronounced and implemented; some ministries have methods for evaluating indicators but their lacks a defined, standard monitoring and evaluation tool or mechanism that streams across all sectors of government.

An opportunity therefore exists to explore the Government Delivery Index (GDI), a **standard tool metric for Government to self-assess and provide reasonable feedback to its citizens and stakeholders**. This will also provide best practice for Zambia and possibly African Governments for fostering greater transparency and accountability in the development delivery among other gains. This would also upgrade Zambia's ranking on Governance Indices such as the Mo Ibrahim and African Peer Review Mechanism (APRM). In this regard, a standard tool of measuring government performance and delivery is an urgent requirement.

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Background

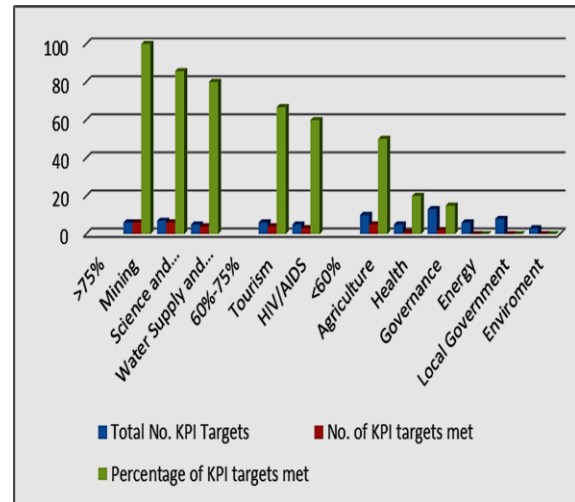
Zambians have high expectations of the government to deliver, based on the commitments of its Party's Manifesto. The Government needs to ensure that it constantly tracks and measures progress on delivery and how aligned it is to the Party's Manifesto commitments. **Governments with enhanced measurement systems tend to be more effective and efficient in their delivery.** There is confidence in the policies of government, yet it is still a long road ahead to the desired outcomes. This calls for strategizing national statistical capacity activity. Notably, there is also an opportunity for Government to review the development of Key Performance Indicators, clearly, defined, detailed and feasible. These observations support the recommendation for Government to work towards a comprehensive Monitoring and Evaluation approach of government commitments.

Statement of the issue to the Government

Zambia abides to the **African Peer Review Mechanism (APRM); a mutually agreed instrument voluntarily acceded to by Member states of the African Union (AU) as an African self-monitoring mechanism.** The APRM process is based on a "self-assessment" questionnaire developed by the African Peer Review (APR) Secretariat. It is divided into four sections: democracy and political governance, economic governance and management, corporate governance, and socio-economic development. Its questions are designed to assess states' compliance with a wide range of African and international human rights treaties and standards. This mechanism does not fully assist the Government to review or track its performance because it channels focus to the APR secretariat assessments rather than its own localized mechanism that fully covers the governance system in Zambia. This calls for a deliberate policy to be formulated that would allow a standard tool in form of the Government Delivery Index; to be tailored, localized and used in all government sectors against the stated Government Key Performance Indicators (KPIs). This would make office bearers (Ministers / PS) to focus on delivery,

consistent to the Party Manifestos commitments. **The fundamental reason for developing performance measures is to help governments to focus on delivery and results and initiate timely corrective action when there is a mission drift.**

Figure 1. Sector performance (KPIs)



Source: (SNDP analytical report, July 2012)

Pre existing Policies

Efforts have been made to improving measuring performance and delivery in the public service, although its effectiveness and efficiency remains to be ascertained. The Country Policy and Institutional Assessment (CPIA) for sub-Sahara Africa was used to assess policies and institutions. The Public Expenditure and Financial Accountability (PEFA) was also developed as a contributing performance measurement framework. The Institutional Assessment and Organizational Development (IA/OD) approach are tactics which have been worked out as pilot programs in 3 ministries: (Education, Energy, Science and Vocational training). This approach is envisaged to fill in the gaps that were identified with the Public Service Reform Programme (PSRP). Another initiative was the Management Development Division (MDD), tied together with the IA/OD plan to provide for a comprehensive analysis of systems, using a variety of analytical tools and techniques. Public service reform programme, (2011, Lusaka)

The approaches clearly haven't been effective and thus the need for a very consolidated, detailed and comprehensive

Government measurement tool or metric that would run through all sectors of Government. The Annual Sector Performance Analysis (ASPA) was also undertaken to feed into Government reviews and review performance for the previous year. This initiative also failed to fully measure Government delivery and also; a yearly review had short falls of mission drift and denied any steps of corrective action within the year. There is no formal domestication/ localization of the Regional agreements, the Paris declaration, the Accra Agenda and the African Peer Review Mechanism (APRM) to which Zambia is subscribed. Ministry of Finance and National Planning, Paris declaration evaluation, phase II (2011). This has contributed to the Government not to have a standard tool or mechanism; formulated to suit the Governance system in Zambia and help to track the Key Performance Indicators, in terms of delivery aligned to the Party Manifestos commitments.

Policy Recommendation and Procedures

1. Harmonize Key strategic documents: The Medium Term Expenditure Framework (MTEF), The Sixth National Development Plan (SNDP), Ministry Strategic plans and Joint Assistance Strategy for Zambia (JASZ) to the Patriotic Front Manifesto

Figure.2 Alignment of Key Documents



Alignment and Harmonization must be done to improve developmental opportunities and alignment of developmental priorities for the donors and government. It will also promote co-funding, as there will be one clear focus of operation, defined sets of KPIs and also allow for standard monitoring of delivery due to aligned priorities. This satisfies the agreed development principles that were endorsed by the Accra Agenda and Paris declaration as follows; ownership, alignment, harmonization, mutual accountability, and management of development risks.

2. **Develop a common assessment framework, Review existing Key Performance Indicators (KPIs) and the formulation criteria.** This is because a framework to facilitate integration does not exist in Zambia. Also, the absence of specific institutions, mandated at promoting Sustainable Development and delivery at sectorial and national levels as well as lack of localized indicators for monitoring progress towards sustainable development and delivery.

This would allow the Government to standardize the measurement, evaluation and assessment of all Sector KPIs and thus a clear track of performance will be developed. The Government Delivery Index would be the most effective and reliable metric to use across all sectors and help to measure delivery and performance.

3. Improve Ministerial budgetary allocations; have a human resource development strategy.

Progress towards achieving Key Performance Indicators (KPIs) should be monitored over set periods and objective feedback and guidance provided with the view to correcting identified obstacles, where necessary through capacity building. This is especially so for the PF government where some public office bearers are either new to the role or would benefit from updating their skills. Also, an Assessment of the African Peer Review Mechanism (APRM) needs to be carried out so as to identify the existing gaps and as such add up to a standard mechanism, a Government Delivery Index.

Conclusion

This is a strong case for government to review and develop a comprehensive assessment of the Monitoring and Evaluating across all sectors. There is a case for urgent consideration of the Government Delivery Index, reviewing of existing Key Performance Indicators and harmonizing of the key national strategic documents. Budgetary allocations determine how many KPIs will be achieved and as such, needs to be increased for Key sectors especially. There is also an urgent need for the Government to develop a standard, comprehensive, widely accepted tool (Government Delivery Index) as a measure of government performance and delivery, in alignment to the Party manifestos commitments.

References and Other Resources

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