

Republic of Namibia

OFFICE OF THE PRIME MINISTER

PERFORMANCE MANAGEMENT POLICY

for the

PUBLIC SERVICE OF NAMIBIA

January 2022

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The Office of the Prime Minister wishes to acknowledge and thank officers of the National Planning Commission, Ministry of Finance and Namibian Institute of Public Administration and Management for their advice and valuable assistance in developing this Performance Management Policy.

# Foreword

*Suggested Content for Foreword*

The Namibia Vision 2030 was launched by H.E. President Sam Nujoma, in June 2004. Its goal is a prosperous and industrialised Namibia, developed by her human resources, enjoying peace, harmony, and political stability.

These hopes can be achieved through an environment in which policy actions, public reform, programs, and projects are implemented consistently, by a public sector that is prepared for, and well-focused on service delivery. Existence of such a public sector requires reform changes which can be attained through a well-functioning and robust integrated performance framework. The Namibia Performance Management Policy (PMP) has been developed as the overarching policy to provide the institutional framework for guiding performance management practices in Government of the Republic of Namibia.

Development of this policy was identified as a reform initiative to progress the structural transformation, sustainable economic progress, and socio-economic development to meet the aspirations of Vision 2030. It is against this background that the Office of the Prime Minister has developed this policy to guide performance management and to give renewed impetus to the improvement of service delivery to meet the citizens’ rights, needs, and aspirations. The PMP provides the principles, strategies, and broad guidelines for the management and coordination of performance in Offices, Ministries, Agencies and Regional Councils. The PMP provisions will guide performance at both the institutional and individual level and will be an anchor on performance management in the public sector for stakeholders including development partners. In addition, the proposed facilitative legal instrument will ensure that the operational framework adopts a whole-of-Government approach.

The PMP ensures integration of existing approaches, and systems for performance management across Namibian public sector, integration of Offices, Ministries, Institutions and Regional Councils, in the performance management system. It also provides for the integration of institutions that coordinate performance management for a harmonized framework. The various approaches, mechanisms, and approaches include medium and strategic term planning, specific plan development planning, annual work planning, performance agreements and appraisal, and the monitoring and evaluation mechanisms. The goal is to ensure harmony and clarity between national, institutional, and individual goal setting and ensuring that there is value-for-money from public investments and use of the human resources.

EXAMPLE SUGGESTED

Prime Minister of Namibia

# Preface

*Suggested Content for Foreword*

The Public Service is a key contributor to economic development in Namibia. An efficient and effective public sector provides quality services and facilitates other sectors to perform optimally and improve the livelihoods of the citizenry. To enhance service delivery in the Public Service, the Namibian Vision 2030 was developed. The key agent for this administrative reform, the OPM has championed implementation of some key elements of the Civil Service Reforms in 2011 being the institutionalization of performance-based management in the public service. This led to the introduction of performance management approaches such as the strategic plans, annual and operational plans and performance agreements that are the mainstay of the performance management today.

The formal introduction of performance management and its attendant approaches and instruments proved successful in the early years, but the momentum seems to have waned with time. This Policy is therefore intended to bring energy, unity, alignment and synchronisation in planning, budgeting, implementation, and monitoring and evaluation of government programs, projects, and service delivery.

In addition, in the wake of new developments such as the COVID-19 pandemic, which requires us to revamp our economy, performance is at the centre stage of achieving such motivation. The development of this key policy has been a concerted effort that brought together key persons and institutions. I therefore take this opportunity to thank the Executive Director for the Ministry of Public Service and Gender for initiating and supporting its development.

EXAMPLE SUGGESTED

Secretary to Cabinet

# Abbreviations and Acronyms

|  |  |
| --- | --- |
| EU | Delegation of the European Union |
| GRN | Government of the Republic of Namibia |
| HRM | Human Resource Management |
| M&E | Monitoring and Evaluation |
| NDP | National Development Plan |
| NIPAM | Namibian Institute of Public Administration and Management |
| NPC | National Planning Commission |
| NPM | Namibian Performance Management Project |
| OMA | Office, Ministry or Agency |
| OPM | Office of the Prime Minister |
| PA | Performance Agreement |
| PMS | Performance Management System |
| PMP | Performance Management Policy |
| PMF | Performance Management Framework |
| PMG | Performance Management Guidelines |
| RC | Regional Council |
| SDS | Service Delivery Statements |
| SMART | Specific, Measurable, Achievable, Realistic and Timely |

# Glossary

**Annual Plan:** A one-year organisational plan developed from the 5-year Strategic Plan that identifies the SMART objectives and related initiatives for the year ahead. The initiatives are linked to resources and budget(s).

**Cascading:** A series of actions in which National Plans at higher level are converted into several lower level Organisational and then Unit Plans and eventually Individual Performance Agreements. Through good cascading, meaningful and accepted lower-level plans will be provided with a clear line of sight amongst organisational levels.

**Key Performance Indicator (KPI):** Indicates the performance of an objective. Often more than one KPI is required to describe the required performance for the objective. A KPI makes an objective specific and measurable in agreed-upon and realistic terms within specific timeframes. So, KPIs make objectives SMART. Non-SMART objectives will lead to different interpretations and would not allow the selection of appropriate initiatives.

**Mission:** A statement of what the organisation wants to do, why, for whom, where and broadly how; defining the nature and core purpose of the organisation.

**National Development Plan (NDP):** A five-year strategic document which sets out all the strategic goals, objectives, targets and expected results of thecumulative actions of government, public service, and private sector organisations.

**Objective:** A specific and measurable short statement of a desired result, achievement, or accomplishment (serving as input, process, output, or outcome) which is regarded as an essential building block in the strategy towards realising the vision. Leading objectives are found under Inputs and Processes/Projects while lagging objectives are found under Outputs and Outcomes. Objectives are made SMART by means of KPIs with their associated baselines and targets.

**Outcome:** The likely or achieved short-term and medium-term effects of an initiative’s/intervention’s outputs; the consequences or effects of achieving specific objectives/results; could be:

1. OMA OR RC outcomes – those outcomes for which a single OMA or RC has direct influence and control on delivery (long-term) or
2. whole-of-Government outcomes – those on which a collaborative effort by several OMA or RCs must be exerted to achieve the desired result; poor outputs from a singly organisation can therefore affect the success of the resulting outcome.

**Performance Agreement (PA)** is an annual individual performance planning document aligned to the Annual and Unit Plan, stating the agreed upon objectives to which the individual should contribute and related strategic initiatives. It also includes leadership and Annual objectives.

**Performance Cycle:** The period starting from 1 April to 31 March the following year.

**Performance Management System (PMS)**: including the planning, capacitating, and cascading processes and the performance review processes on national, organisational, and individual levels; with the purpose to improve performance in terms of service delivery and creation of value to customers, stakeholders, and the community at large.

**Performance Management Framework (PMF)**: the formalised set of interrelated activities and processes to manage performance on an ongoing basis through the whole cycle of planning, executing, measuring, evaluation, reporting, improving, and learning – on organisational, unit and individual levels. PMF combines Performance Management for public office bearers and officers.

**Personal Development Plan** **(PDP):** based on the PA, it sets out the development needs of a staff member for the performance cycle; activities could include training, coaching, mentoring, temporary job changes

**SMART:** The acronym SMART refers to an objectiveand is used to formulate PIs/KPIs for objectives that are Specific, Measurable, Agreed to, Realistic and Time-bound.

**Strategic Plan:** the organisational level 5-year planning document, based on key strategic issues determined from situational analysis, setting out the selected strategic direction, incl. high level statements, strategic focus areas (or themes), objectives, their strategies, and related initiatives.

**Vision:** A description of how the organisation perceives itself and its aspirations for its future – ‘what it wants to be’; the attractive and desirable picture of the future OMA or RC in say 5- or 10-years’ time, in terms of its likely physical appearance, location, size, image, products/services/activities, customers, processes, performance, staffing, capacities, etc.

# PMS Policy Summary Details

|  |  |  |
| --- | --- | --- |
| Title | Performance Management Policy for the Public Service of Namibia | |
| Purpose | To provide a Performance Management System (PMS) to support the intent and objectives of Vision 2030, through the achievement of institution and individual management plans. | |
| Objectives | The PMS is a strategic tool designed to manage institutional, team and individual performance in order to realise Government of the republic of Namibia (GRN) national goals | |
| Persons affected | All public servants employed under the Public Service Act, 1995 (No. 13 of 1995) and staff members appointed under the terms of the Regional Councils Act, 1992 (No. 21 of 1992) | |
| Mandate | Sections 35(2), Public Service Act, 1995 (No. 13 of 1995) | |
| Approved by | Cabinet | TBD |
| Revision date | This policy shall be reviewed every five (5) years or whenever deemed necessary | |

# The Policy Context

The overarching objective of this Performance Management Policy (PMP) is to consolidate and integrate existing methods and approaches that are currently applied in managing public sector performance in Namibia. The PMP will provide the organizational, operational, and institutional framework for guiding performance management practices in the public service[[1]](#footnote-1). The PMP provides the principles and broad guidelines for the management and co-ordination of performance in institutions and is intended to be a reference point on performance of the public sector in Namibia for all stakeholders. The PMP contributes towards the realization of the meeting Namibia’s long-term development strategy, as articulated by:

1. the Namibian Vision 2030.
2. National Development Plans and National Priorities Plans.

# Background

The Performance Management System (PMS) concept within the public service was born in 2001, launched in 2004 and commenced with the roll-out in 2007. The OPM designed the performance management as strategic and operational tool. This was to manage organisational, team and individual performance through a linked process, and to meet annual planning goals. In 2015 the Government introduced performance agreements as a management framework for POB. This initiative intended to include the integration of POB into a performance management framework. This PMP now introduces this integrated approach for the three levels of government for POB, OMAs and RC’s.

## Rationale

The challenges encountered in planning, performance, budgeting, implementation, monitoring and evaluation, and application of the performance management methods have brought about the need for an PMP. The rationale for development of the PMP is therefore to:

1. Inculcate POB contributions and performance management into the broader public service with an integrated team philosophy.
2. Secure the performance management process to support the rise of an effective public service that facilitates economic development and contributes to improving the livelihoods for the citizens.
3. Provide streamlined and standardized performance management system for both POB and public service levels with requisite standards and norms.
4. Provide clear, robust, and generally accepted guidelines for implementing performance management in the public service.
5. Facilitate the use of integrated approaches and methods to enable the public service to become an enabler in the achievement of results and service delivery at all levels of the GRN.

## Alignment

This PMP is issued in terms of Section 5(2)(n) of the Public Service Act, 1995 (Act 13 of 1995) (hereafter Public Service Act), which empowers the Prime Minister to promote efficiency in the administration of the public service. Section 10(d) and (e) of the Public Service Act provides that the Secretary to the Cabinet shall coordinate Executive Directors (ED) in the performance of their functions and shall be accountable to the Prime Minister for the efficiency and effectiveness of the Public Service. This policy is consistent with but not limited to the following laws:

1. The Regional Councils Act, 1992 (Act 22 of 1992).
2. Public Service Commission Act, 1990 (Act 2 of 1990).
3. Public Service Act, (Act 13 of 1995)
4. Public Office Bearers (Renumeration and Benefits) Commission Act (Act 3 of 2005).

## Principles of Performance Management

The principles that guide this policy are as follows:

1. The PMS is applied in a non-discriminatory and consistent manner, without fear of favour and with timely feedback.
2. The PMS ensures that transparency and administrative justice are promoted.
3. The PMS provides for the continuous and consistent assessment of individual and team performance based on predetermined targets and performance gaps.
4. PMS implementation is the responsibility of staff members at all levels.
5. Personal information is treated as confidential.
6. Correct and develop poor performers.
7. PMS is linked to staff mobility; and
8. Performance is linked to non-monetary rewards.

# Policy Direction

## Vision

The overall vision of performance management is to align and build individual objectives along with the institutional objectives of the GRN. To enhance the skills and personal development of employees, largely with the help of POBs, EDs and OMA leaders. It is the policy for the Government of Namibia for each OMA and RC to have a functional Performance Management System process in place. This is not only meant for managing performance, but also for the GRN to be able to account to the citizens in respect of delivery of effective and efficient public services.

## Mission

The mission of the performance management system is to make use of the results of Strategic and Annual Plans and Performance Agreements and Appraisals in order to control and manage performance. Performance Management is a strategic and integrated process which provides sustainable success for the GRN through developing individual and OMA capabilities and matching individual and OMA performance with whole-of-government GRN objectives. It is important to note from the onset that the PMS will ensure:

1. an integration of approaches and systems.
2. integration of all government institutions in aspects of the performance management system.
3. integration and positioning of institutions that handle Performance Management thus having a harmonized framework, and
4. integration of POB into the collective performance management system.

## Objectives

The PMP is designed to institutionalize a **contemporary performance management** to achieve the following objectives:

1. To streamline and standardize performance management in all arms and levels of government, particularly POB.
2. To achieve linkages and alignment between policy planning; budgeting; implementation; monitoring and evaluation; and reporting.
3. To establish a robust and objective regime for recognition, rewards, and sanctions
4. To achieve growth, efficiency and sustainability in the quality and delivery of Services
5. To build and develop appropriate institutional capacity to support PMP implementation and entrench a performance culture.
6. To ensure consultations with stakeholders and undertake public participation.

## The Scope of the PMP

The PMP covers the entire public service and applies, at both the institutional and individual levels. The PMP establishes a framework for performance management with a clear leadership structure and roles, accountability, monitoring system and reporting.

Specifically, this PMP is applicable to all the public service as identified in Schedules 1, 2 and 3 of the Public Service Act and RCs and all staff members as defined in Section 1(1) of the said Regional Council’s Act irrespective of employment status and service duration except those undertaking internship or practical attachment.

It considers the ‘special conditions’ in respect of the unique requirements of the uniformed services such that the policy to be adopted and applied to the members of these services.

# Methods and Approaches in Performance Management

## Aligning Objectives

The PMP seeks effective consultations, collaboration, and coordination of all levels of Government (as a whole-of-Government approach) in pursuit of accelerated performance and productivity improvement. Under this policy all of the public service will:

1. Apply a common framework as defined by this PMP.
2. Comply with basic approaches, processes, and standards in planning.
3. Set performance targets and conduct productivity and performance assessments.

When developed and approved, all institutions will apply a common framework of rewards and sanctions to recognize and reward performance and sanction poor performers.

## The Performance Management Process

The performance management process is based on a progressive cascade from national to individual objectives, covering the following:

1. Vision 2030, which drives Namibia’s long-term development strategy.
2. National Development plans, which define the five-yearly objectives to implement Vision 2030.
3. Strategic Plans which are aligned to National Development Plans and the Medium-term Expenditure Framework.
4. Each OMA and RC will be issued annually a service delivery statements (SDS) which are then cascaded downwards to annual plans and performance agreements.
5. Annual Plans, Performance Agreements and Personal Development Plans.
6. Six monthly reviews and annual assessment, and
7. Continuous leadership of staff and management of performance. The figure below shows how these elements fit together.

Figure Performance Management Framework

Diagram

Description automatically generated

## PMS Timelines

The following timelines are applicable to the PMS Policy:

1. Service Delivery Statements (SDS) are issued in September of each financial year so that they can guide the Annual Planning and POB Performance Agreement processes.
2. Annual Plans are reviewed between August and November of each financial year so that they can be fed in OMA and RC budgeting processes. As a consequence of these reviews Strategic Plans may need to be supplemented or reviewed.
3. Performance Agreements are completed and signed annually before 31st March, but no later than the 30th of April.
4. Employees who are transferred - whether for logistic reasons, promotion, or other changes in their position, need to have a new Performance Agreement in place within two (2) weeks of their transfer.
5. All new staff members are to complete general induction programme including PMS.
6. All new staff members are to sign Performance Agreements within four (4) weeks after assumption of duties.
7. Six-monthly review sessions need to be conducted at the end of the third week of September and March each year.
8. Annual performance assessments and appraisals are to be conducted in April each year.

## PMP Linkages to Monitoring and Evaluation

The integration of the M&E system into the PMF will provide a clear mechanism for effective and efficient monitoring, evaluation and simplified reporting on the progress and achievements of development and service delivery programs at all arms and levels of Government. Planning officers will be required to establish M&E systems for their entities using the Performance Management Guidelines (PMG). Under the PMF, the M&E systems in individual PA will be integrated with existing performance management and decision-making processes existing within the public service.

## Appeals

The staff members have a right to appeal where there is a real or perceived unfair practice:

1. If a staff member is not satisfied with the outcome of the assessment or appraisal, then they can refer the matter to the manager’s manager or next level up supervisor.
2. If the staff member is not satisfied with the next level up supervisor decision, they are entitled to appeal in writing within fourteen (14) calendar day to the Moderation Committee whose decision will be final.

## Approval

This Performance Management Policy is approved by Cabinet

# Critical Factors for Implementation of the PMP

The following are the critical success factors that will guide the implementation and administration of the PMP:

1. A whole of-Government approach.
2. Goodwill and commitment of political leaders and senior executives in all arms of Government.
3. Change in public service culture to results orientation and observance of meritocratic principles.
4. Citizen participation in assessments of development and service delivery.
5. A uniform robust rewards and sanctions framework.
6. An effective framework for coordination and implementation of performance management.
7. Capacity building, automation, and innovation; and
8. Communication of performance results and feedback mechanisms.

## Stakeholders in PMP

The key stakeholders tasked with the roll out of the PMP implementation process include the National Planning Commission, (NPC), Ministry of Finance (MOF), Namibian Institute of Public Administration and Management (NIPAM) and OPM. Other stakeholders include the Judiciary, Parliament and Independent Commissions and all government institutions that receive funding from the MOF. Ultimately, the major stakeholder is the citizen who expects delivery of quality services from public servants and public institutions. It also includes the private sector which expects facilitation from the public sector so as to effectively contribute to economic growth and development.

Full adoption and implementation of the PMP by all the stakeholders is expected to result in improved and impactful performance that translates into improved productivity. To ensure that the ultimate stakeholder is fully involved beyond just participating in the planning, budgeting, and policy processes, the OPM will develop a “citizens’ scorecard” for citizens to rate the services provided by respective public institutions annually.

## Capacity Building Plan

PMS is a critical discipline within public service institutions. There is therefore a need to continuously build capacity to implement it as envisaged in this PMP. The implementing and coordinating bodies are required to strengthen PMS, such as Committees fully dedicated to managing performance. OPM will partner with the NIPAM to develop and roll out a curriculum on the PMS towards creating skills and competencies to effectively manage the PMS across all public service institutions. The OPM and independent institutions will be enjoined to create permanent positions for these cadres of managing the PMS in the GRN.

## Change Management

The government will develop a change management program to cover the public sector and its related institutions, to ensure that the PMP is fully rolled out, internalized, and adopted in every OMA & RC. The program will also address inculcation of national values, a performance culture, and sustainability. Change management will also entail incorporating continuous leadership training and mentoring initiatives.

## Public Participation

The PMP will be monitored using web-based self-service survey from the PMS webpage to gauge its effectiveness. In the medium term, a tool for monitoring the effectiveness of the PMP shall also be developed to provide transparency to civil society. OPM shall on periodic basis issue guidelines to undertake citizen surveys on the PMS webpage. The results of the surveys will be made available to the public on the PMS webpage. The OPM will also engage community groups in town-hall meetings on a periodic basis, to assess the performance of public services.

## Periodic Policy Review

Six months to the end of each 5-year policy cycle, an evaluation of the performance of the PMP will be conducted. The recommendations for improvement of the PMP emanating from the evaluation will be discussed by the ministries and the various implementation components. Those considered critical will be forwarded to the Cabinet for approval and will then be implemented in the forthcoming 5-year policy cycle.

1. Public Service for purposes of this policy is defined as Offices, Ministries and Agencies (OMA) and Regional Councils. (RC). [↑](#footnote-ref-1)