



GOVERNMENT GAZETTE

OF THE

REPUBLIC OF NAMIBIA

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Government Notice

OFFICE OF THE PRIME MINISTER

No. 171

1992

ADMINISTRATIVE DIRECTIVE: CERTAIN GUIDELINES FOR GOVERNMENT MINISTERS AND PUBLIC SERVANTS

The following Administrative Directive (No. 1 of 1992) was issued by the Right Honourable Prime Minister on 4 November 1992 to Government Ministers and Public Servants:

**“ADMINISTRATIVE DIRECTIVE
NO. 1/1992
4 November 1992**

1. Donor Funded and Other Projects

Various donors have occasionally indicated that progress in the implementation of donor-funded projects is too slow and that information on the progress made is not always forthcoming.

The government ministries and departments responsible for the implementation of projects also face certain constraints in expeditious implementation of the projects.

As better management is the key to economic and social growth, it is essential to increase awareness of the need to improve both quality and productivity of projects. This requires that project planning and management must be improved.

More effective coordination and control of the various tasks throughout the project cycle can be achieved by adhering to the Integrated Project Planning and Management Cycle (IPPMC). This concept is used by the World Bank and other international funding agencies for their lending programmes and is therefore likely to find ready acceptance with the donors. Personnel responsible for the various projects would do well to familiarize themselves with the IPPMC concept.

According to this concept, each project passes through a cycle comprising the following phases:

Planning, appraisal, and design;
Selection, approval, and activation;
Operation, control, and handover; and
Evaluation and refinement.

Specific tasks may be further identified within these four phases. Figure 1.1 illustrates the relationship among the phases of the project cycle, the tasks within each phase, and their overall dependency on central policy issues. While not every project will conform exactly to it, each project does pass through a cycle consisting of a sequence of phases, and the last phase should produce new project ideas and approaches. Thus, the project cycle is self-renewing.

There is also a two-way flow of information between those responsible for policy, i.e. the Cabinet, and those responsible for managing each of the project tasks, i.e. the various officers through the permanent secretary within a ministry. This feedback to policy makers in the form of the project managers' response to policy is an important part of the integrated project cycle.

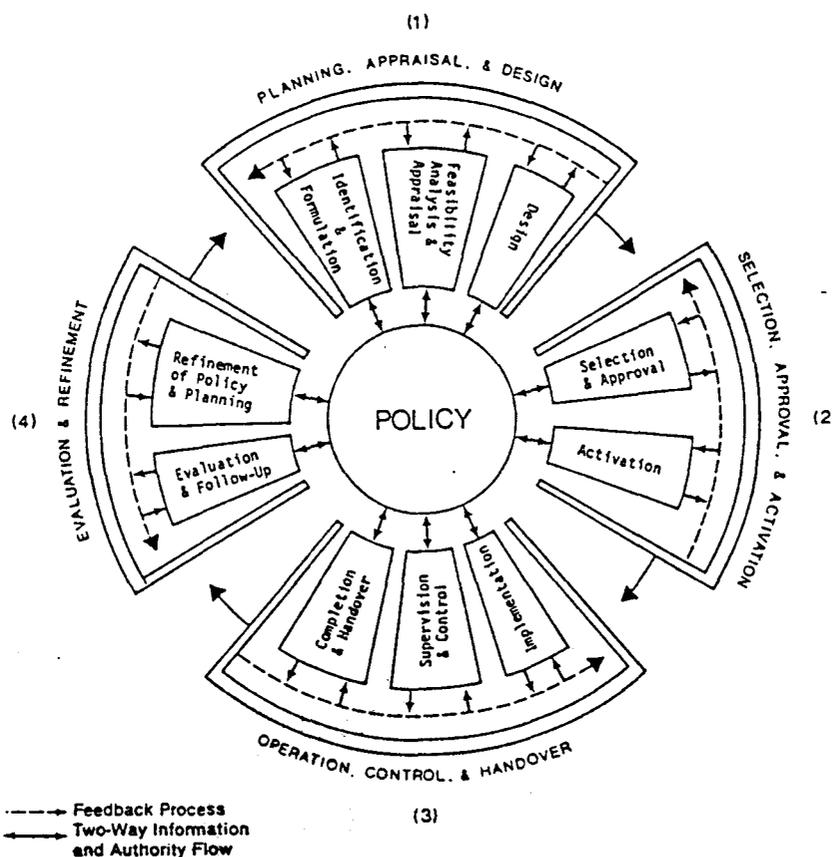


Figure 1.1. Integrated project planning and management cycle: The four phases.

Herewith are some more comments about the various phases:

Phase 1: Planning, Appraisal, and Design

There are three basic tasks in this phase:

Identification and formulation of the project involves the actual conception or identification of a project, which may occur in several ways -- basic requirements of the country indicate the need for projects to satisfy them; the planning process often identifies a variety of project possibilities for each sector of society. Identification of an agricultural project may, for instance, first require irrigation and transportation projects.

After the project has been identified, its parameters must be defined. This is part of the formulation task. The formulation of a project involves the development of a statement in broad terms which shows the objectives and expected results of the project and provides an estimate of the various resources required to achieve them.

At this stage, project managers should provide feedback to the policy makers, i.e. the Cabinet, through the Director General of the National Planning Commission, so that policy issues with regard to the desirability of the project might be addressed.

The second task in this phase is *feasibility analysis and appraisal*. Feasibility analysis is the process of determining if the project can be implemented. Appraisal is the evaluation of the ability of the project to succeed. Projects will proceed to the feasibility stage only if the decision makers, i.e. the Cabinet, find them desirable.

The last task within this phase is *design*. Of course, preliminary design criteria must be established before project feasibility and appraisal begin. Once it has been determined that the project will continue, the design proceeds. It establishes the basic programmes, allocates responsibilities, determines activities and resource, and sets down in operational form the areas of priority and functions to be carried out. All inputs relating to projects, including personnel, skills, technical requirements, and so on, must be determined at this point. Environmental factors, social criteria, and procedures must be assessed, and included.

At this stage, project documents should be prepared by the appropriate permanent secretary for submission to the potential donors through the Director General of the National Planning Commission and/or the relevant minister.

Phase 2. Selection, Approval and Activation

This phase has two major tasks:

Selection and approval. Selection takes place after the project has been accepted by the policy makers and funding organizations as meeting the feasibility criteria. The selection process is competitive as it determines the selection of one project over the other, and project selection requires negotiations to obtain formal approval from the minister, and then the Cabinet, funding agencies, be they the Namibian government, a foreign government, or any other donors/contributors.

Once funding is available, *activation* of the programme involves the coordination and allocation of resources to make the project operational.

At this stage, the actual work on the project is about to begin.

Phase 3: Operation, Control, and Handover

This phase has three sets of tasks: *implementation*, *supervision*, and *completion and handover*.

Implementation involves the allocation of tasks to groups within the project organization and is based on procedures set down during the two earlier phases. At this point, a final review of the project design and timetable is undertaken, and any necessary changes or adjustments are included. Schedules and time frames need to be established, and efficient feedback, communication, and other management information systems must be set up. The responsibility for implementation rests with the relevant permanent secretary. To succeed, the permanent secretary must work with organizations related to the project, and the minister who in turn is responsible for keeping the Cabinet informed of the progress.

The second task in this phase is *supervision and control*. At this point, specific management tools such as critical path method, CPM, programme evaluation and review technique, PERT, and other forms of network analysis are particularly useful. These control procedures are useful tools for initiating action to correct any deviation.

Project completion prepares the project for phasing out and *handover* to another form of administration, i.e. the relevant ministry.

As the project nears completion, special reporting systems should be set up so that full information on the project is available. Completion reports should be prepared for various authorities, including funding organizations and policy makers.

CPM and PERT can and should be utilized as aids in the systematic management of projects from their very inception. These techniques are particularly useful in: organizing and planning; analysing and comprehending; problem detecting and defining; alternative action simulating; improving (replanning) time and cost estimating; budgeting and scheduling; and coordinating and controlling, using time-oriented networks which reflect the interrelationships and dependencies among the project tasks (activities).

Phase 4: Evaluation and Refinement

While it is possible to *evaluate* project results immediately, actual benefits -- both anticipated and unanticipated -- together with their side effects, may not become apparent until the project has been operating for some time. Evaluation thus needs to cover several time periods and will cover aspects such as: goal attainment, expected impact on a sector or on national development, influence on the political, social, cultural, and environmental factors relating to the project.

The second task, *refinement of policy and planning* requires that policy makers and managers will refine their procedures in the light of each completed project. Refinement of these procedures is an important contribution that the project can make to future development programmes.

In order to increase efficiency, all government ministries and departments are advised to follow the procedures outlined above for all projects.

Further, in order to ensure that no project is stalled as a consequence of delay in the release of funds, it has been decided that the Treasury should release funds to the implementing ministry on completion of each segment of the project, on the authority of a letter from the minister concerned.

(IPPMC details extracted from Louis J. Goodman, *Project Planning and Management: An Integrated System for Improving Productivity*, New York, Van Nostrand Reinhold, 1988)

2. Appeal for New Project Aid

There have been instances of our having been unable to meet certain conditions for securing new project aid. A few of the reasons for this inability are the lack of project inception, lack of local financing, and lack of capacity to implement the project. Whatever the limitations, the end result is that the nation loses out on development opportunity. However, most of these limitations can be overcome with advance planning. The first step is, of course, the planning, appraisal, and design of projects on the basis of which funding can be sought.

In order to plan ahead for the next year, the various ministries are requested to submit their reports on various projects that they wish donor agencies to consider for funding in 1993/94. Reports being sought are not just on the continuation projects but also on new projects. Initiation of new projects should be given priority as they help approximate developmental goals and allow aid to be utilized more constructively. Reports on new projects, in line with IPPMC

guidelines, should be submitted to the Director General of the National Planning Commission by the end of March 1993 so that he may make his submission to the Cabinet for prioritizing the various projects, and the government has sufficient time to approach the various donor agencies well before the compilation of the national budget.

3. Local Trips Undertaken by Ministers

Certain ministers' constituencies coincide with their home areas. While these ministers are expected to visit their constituencies, there is always a possibility that they might be accused of "going home" at government expense.

Secondly, while it is appreciated that the ministers are, as per their entitlement, allowed to use their vehicles twenty-four hours a day and as they deem fit, it would be desirable particularly during the election period, for them to use their vehicles in a way that would avoid any undue suspicion and accusations. For instance, accusation could be levelled that a minister who uses an official vehicle for election purposes places other contenders at a disadvantage. While it is appreciated that in many other democracies such restrictions are not imposed (e.g. in the US, the president and the vice-president use Air Force One and Air Force Two throughout the campaign, and in state elections, all incumbents use their official vehicles), we in Namibia should impose voluntary restriction on such use.

Therefore, it would be desirable for a minister who is going to any constituency to address a party rally to use his/her private car. However, if the minister has an official duty in the same area and is planning to stay on for a political rally, he/she may use his official car to transact official business, and then park it, say at the Regional Commissioner's office, and use private car to go to the rally.

Absence from Windhoek

There is a tendency amongst some ministers to take a whole week off "to attend to their constituency responsibilities." Such long absence from Windhoek does not go down well particularly in view of the fact that many ministries have serious administrative problems that require the ministers' presence in Windhoek. Ministers must therefore keep their absence from Windhoek to the very minimum.

4. Overseas Trips Undertaken by Ministers

Ministers planning any overseas trips seek permission for embarking on such a trip from the Prime Minister. Permission is normally granted where the trip is considered to be a part of ministerial duties.

This provision exists because the Prime Minister's Office is mandated to coordinate all ministerial trips, and to examine if the specific trips are justified. The Prime Minister may refuse application if, in his opinion, the trip is unnecessary, or is not in national interest, or the anticipated expenses are excessive.

In view of the fact that some trips are being undertaken that raise serious protocol and diplomatic difficulties elsewhere, it has been decided, in consultation with the President, that:

1. The Prime Minister will in future be not so forthcoming in granting permission to the ministers to go on official visits unless there is a strong justification for undertaking such a visit.
2. Multiple visits to same country by same minister would be discouraged with the exception of visits undertaken by the Minister of Foreign Affairs. Multiple visits to one country to the exclusion of other countries are always difficult to justify in diplomatic terms.
3. Where the host country/host organization meets the minister's expenses, the Finance Officer will ensure that the per diem is adjusted in accordance with the appropriate rules.

As all ministers have specific work schedules for the year that are known, it is reasonable to expect that the various overseas trips to be undertaken would be worked into work schedules. For instance, the Prime Minister, realizing that he needs to be home-bound, factors in no more than three overseas trips into his annual schedule. As all the ministers, with the exception of the Foreign Minister, are also expected to be home-bound, they should limit their overseas trips and ensure that such trips are scheduled in their annual work schedule ahead of time.

5. Bilateral and Multilateral Agreements

All the original bilateral and multilateral treaties, agreements, and memoranda of understanding are required to be deposited with my office. However, it has been brought to my notice that this practice has not always been adhered to by the various government agencies.

The various government ministries and departments should therefore ensure that originals of all bilateral and multilateral treaties, agreements, and memoranda of understanding still with the various ministries are deposited with my office. Copies of these documents should also be sent to the Attorney-General and the Director General of the National Planning Commission for reference.