

THE PUBLIC POLICY HUB

Policy Brief **13**

Implementing A New Performance Management System (PMS) in Egyptian Civil Service: Towards an Efficient Public Administration

2019

CONTEXTUALIZING THE NEW CIVIL SERVICE LAW

Enhancing the effectiveness and efficiency of public institutions is considered a prerequisite for economic growth and development. For long, the government sector in Egypt has been characterized by a high vulnerability to corruption and inefficiencies leading to public dissatisfaction and social unrest. In an attempt to combat the inefficiencies in state bureaucracy for more economic growth, the new Civil Service Law comes as a legislative instrument within an ambitious national agenda for administrative reform seeking a better performance of public sector institutions.

FACTS & FIGURES

- Egyptian bureaucracy has expanded from 250,000 employees in 1952 to around 5 million in 2017.
- Starting from 2015/2016, there was a decrease in government employees, reaching a fall of 13% in the fiscal year 2016/2017.
- The ratio of civil servants per citizen served reached 1:14 compared to Morocco (1:88) and France and other European countries (1:140).

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The opinions expressed in this paper are those of the authors and do not reflect AUC Policies or views. They are published to stimulate further dialogue on issues and challenges facing Egypt in an attempt to expose graduate students to practical policy solutions.



AFTER 2 YEARS OF ISSUING THE NEW CSL, CAN IT FINALLY BE IMPLEMENTED?

Successfully implementing a new Performance Management System (PMS) is possible only if done *gradually*. *Gradual implementation can take place through applying the multi-source feedback appraisal which can be used for senior and leadership positions, starting with those that will be moving to the New Capital. Limited multi-source appraisals would be used for all other employee categories. Why should there be a difference in evaluation?*

- **A senior position** automatically implies dealing with more strategic issues and a relatively more complex set of stakeholders, which **requires a more complex appraisal system** to capture these competencies.
- The application of the multi-source evaluation on senior leadership and the single-source evaluation on other employees **mitigates the hurdles of the economic and technical considerations** associated with the new system.
- From a pragmatic perspective, the seniors moving to the New Administrative Capital are a **well-defined sample** of employees and will be **subject to an initial IT-based evaluation system** which will facilitate the initial planning of the PMS.
- The **technological infrastructure** at the New Capital enables the implementation of the evaluation software.
- From an accountability perspective, the **geographical proximity** of the target sample of seniors moving to the New Administrative Capital enables a proper and close monitoring of the implementation process.

Why do we need to implement a new PMS system today?

Political drivers

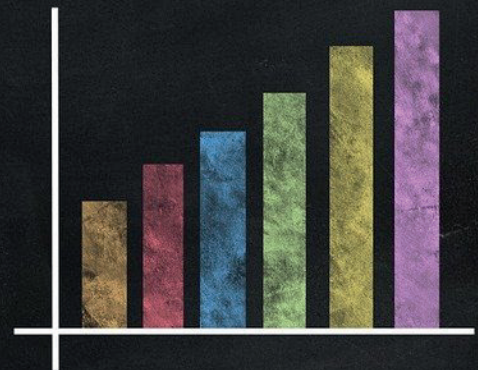
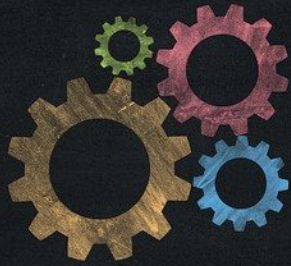
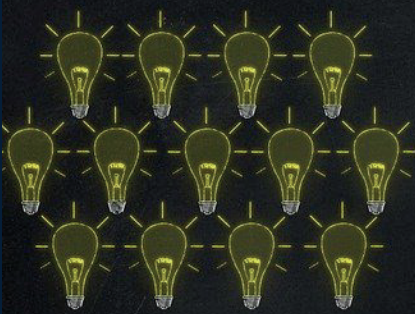
- Political accountability in implementing the New Civil Service Law and its bylaws.
 - Administrative reform with a focus on reforming the civil service is high on the government agenda
- Social drivers

Social drivers

- Citizens have growing expectations from public services and are no longer satisfied by the current quality of public service delivery.

Economic drivers

- Inflated civil service puts huge pressures on the government's budget in the form of pressing wages, and so a malfunctioning central administration means the government is incurring high costs with diminishing returns.
- A low performing public administration is a key hindrance to economic growth



IS THE GRADUAL IMPLEMENTATION OF THE MULTI-SOURCE FEEDBACK PMS ON SENIOR CIVIL SERVANTS MOVING TO THE NEW CAPITAL THE ONLY ALTERNATIVE?

No, yet it is considered the most feasible one compared to other alternatives in terms of effectiveness, efficiency, equity, technical feasibility and financial feasibility. Potential policy options include:

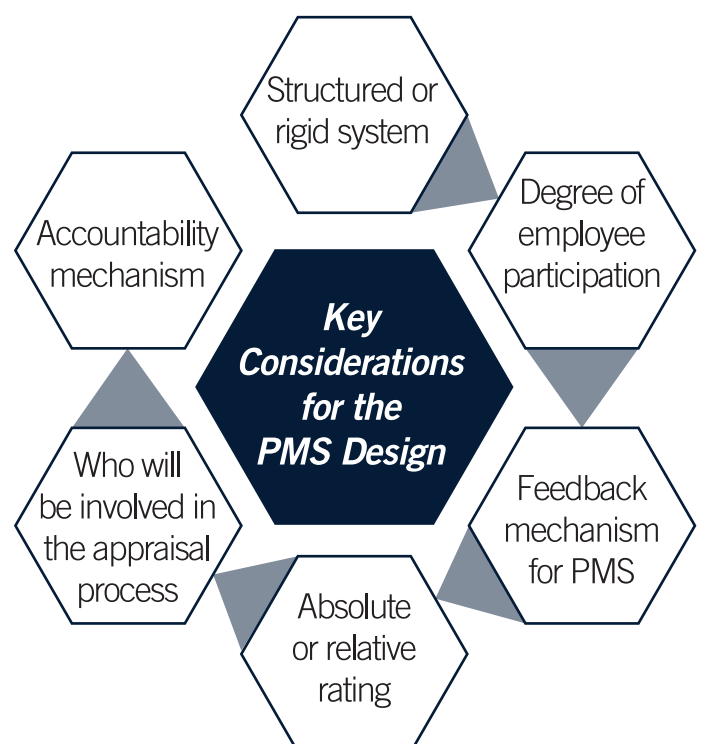
1. **Policy Option 1:** Implementing the proposed multi-source evaluation system across the civil service (for both senior leadership and all other employees levels).
2. **Policy Option 2:** Applying the proposed multi-source evaluation on senior leadership and the traditional limited/single-source evaluation on all levels of employees.
3. **Policy Option 3:** Gradual Segmentation: Piloting the proposed multi-source evaluation system on the civil servants moving to the New Administrative Capital, followed by other segments gradually as deemed necessary.
4. **Policy Option 4:** Reviewing and amending the civil service law bylaws to allow for the introduction of alternative performance appraisal systems other than the multi-source feedback.

ROADMAP FOR IMPLEMENTATION

Implementation-Related Actions

- Newly incepted HR Departments in all government units are to clearly compile a documentation of all the unit and department objectives, activities, and job positions (job descriptions).
- All competent authorities and government units are to be requested to issue internal decrees for the establishment of "grievances boards".
- CAO is to develop a guiding manual in coordination with the MPMAR that outlines "How to Apply the New Performance Appraisal System for Senior and Supervisory Positions in the Civil Service".
- Capacity Building, Training and Mentoring/Coaching needs to be provided via the CAO.
- With an eye for gender mainstreaming in the performance management system, the CAO should champion the exploration of any gender-specific practices that need to be reflected in the structure of performance systems.

Design-related Actions





RISKS CAN BE MITIGATED WITH PROPER PLANNING

1. Resistance to change (cultural barrier)

- Stakeholder involvement.
- Publicity campaigns with a focus on “What’s in it for Me?”.
- Adequate training and support provision to officials and HRD.

2. Alignment and integration of PMS with the organization

- Ensure that entities have clear strategies, job descriptions, competency frameworks, etc.
- The CAO's guidelines to include actions on the system compatibility (PMS and HRIS).

3. Leadership commitment

- Political buy-in by involving the heads of government entities in pre-implementation phases.
- Awareness raising measures for heads of HR depts.

4. Rater errors and biases

- Select a suitable accountability mechanism to put in place.
- Use IT-based system with minimal interaction with raters.
- Ensure anonymity in multi-source feedback.

The Public Policy HUB Where Rigour Meets Creativity

The Public Policy HUB is an initiative that was developed at the School of Global Affairs and Public Policy (GAPP) in October 2017. It was designed to fill in the policy research gap. It provides the mechanism by which the good ideas, plausible answers, and meaningful solutions to Egypt's chronic and acute policy dilemmas can be nurtured, discussed, debated, refined, tested and presented to policymakers in a format that is systematic, highly-visible and most likely to have a lasting impact.

The Public Policy HUB provides a processing unit where policy teams are formed on a regular basis, combining experienced policy scholars/mentors with young creative policy analysts, provide them with the needed resources, training, exposure, space, tools, networks, knowledge and contacts, to enable them to come up with sound, rigorous and yet creative policy solutions that have a greater potential to be effectively advocated and communicated to the relevant policy makers and to the general public.

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