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Public Service Reforms in a Small Island State

The Case of Malta

 Springer

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*This book is dedicated to all Maltese
Public Servants, past, present and future.*

Foreword

The compendium of analysis in this volume is both a stock take of what the Malta Public Service has achieved during the past 7 years of renewal and a case study of change within the public service of a small island state. Last year, 2020, was promised as the year during which we would evaluate all the measures put in place in the preceding seven years to improve the public service, consolidate what we had achieved and devise the next phase of renewal for the five years starting in 2022. In the following pages, the renewal process is not viewed in isolation but put in context of both the revamp of the islands' economy and its effect on society, and the historical aspect of a public service which traces its roots back to the rule of the Knights of St John and, subsequently, the period of British rule during which we acquired its administrative model.

In 2013, the Public Service was a political issue in Malta as the burden of bureaucracy was a heavy one for both individuals and businesses. This had not been the intention of the reforms which the Public Service underwent in the eighties and nineties. After the 1987 change in government, a reform of the Public Service had been initiated with the aim of making it perform better and be more accountable. This reform followed on from the equally massive 1974 grades restructuring exercise. A report commissioned to analyse what went amiss in the 1987 reform ended up highlighting the same issues which were meant to have been solved. I believe that the latter reform dealt almost entirely with structures and accountability issues of the Public Service believing, perhaps, that these would result in a better delivery of services.

The years following the 1987 general election were dominated by an endeavour in various sectors to reinvigorate the public sector, touching on salary structures and career paths of the various specialisations, which ultimately led to a myriad of sectoral agreements which took a good 5 years to conclude. During that time, as the employees' representative, I was heavily involved in the reform. Weeks upon end were characterised by meetings and negotiations which led to tens of industrial agreements, the vast majority of which bear my signature for the employees' side. Indeed, these agreements still provide the framework of the current grades within the Public Service. That was also the time which brought about the first code of

ethics and the first Public Administration Act. Investment in technology gathered momentum. This reform was propelled from the very top through a Cabinet Committee, chaired by the Prime Minister himself, which kept itself abreast and sanctioned or otherwise every move, each measure and every industrial agreement. Yet in 2013, 25 years later, the Public Service ended up on the agenda of that election year, which brought about a change in government.

The new administration in 2013 signalled a new beginning in the very first few days in office with the appointment of new permanent secretaries. There was strong criticism of this bold move, which still surfaces from time to time, but it was the right decision to stir the water, enforce the message that change was urgently needed, show the will to bring about change, and ensure ultimately, as promised, that the public service would no longer weigh down on peoples' lives. There was no other way. Unlike the previous reform, the much-needed changes and renewals were not going to be managed by the Cabinet or any politicians. The public service itself had to map out its vision, its objectives and the accompanying plans to make that vision come true. I am convinced that the new credence which emerged within the Public Service was widely diffused within the ranks and their clients. The analysis and statistics give a clear indication of the sense of belonging of employees and of the appreciation of the general public – 64% of respondents being aware of the renewal undertaken and the endeavours made to provide a better and deeper service for its clients.

When I was appointed Head of the Public Service, I wanted a clear picture of the state of affairs within the Service. I did not want to rely solely on the knowledge and experiences gained from the previous reform and restructuring exercise. Neither did I rest only on the experience gained through my many years in various government departments, the wider public sector or my brief stint within the private sector (also in close liaison with the Public Service). More than being dependent on my assessments or on solutions which, in my opinion, were there waiting to be taken on board, I wanted a clear picture of the then state of affairs. What emerged were a lack of leadership skills and an inverted delegation of authority, with much-needed decisions overstaying their time window in in-trays. The Public Service was aloof of its clients' needs and operating in silos. During my first meeting with heads of departments, I spelt out these deficiencies and, above all, highlighted that there was a veritable void from the position the Public Service was in and its ultimate destination, and how this void would be bridged. Back then, some had a field day pointing fingers, saying that I had no faith in the top echelons. Actually, it was the other way round: I was convinced that we would set a new course and I mapped out what laid ahead of us.

The same problems I listed were also singled out in a comprehensive 2011 report, submitted to the previous administration, which went through the 1987 reform and what it had led to 25 years later. Regretfully, the report sat idle; it was left languishing under wraps. I got to know about the report by chance, but it displayed the fact that, although commissioned, it was never given its due, indicating that by then the will to change the public service had fizzled out.

At the time, only a handful of us believed that this inertia could be overcome but we did manage change and in a relatively short period of time, when one takes into consideration the huge amount of work which needed to be put in and the measures that had to be introduced. Change did happen and the public mood towards the Service has changed. Today the number of believers has increased dramatically.

The client was to be our focus without exception. It was to be the *raison d'être* of any renewal - a Public Service designed to meet our clients' expectations. It follows that the concept of providing a service had to be radicalised in a way as to put our clients in the front seat of the renewal process. This meant a thorough change in the delivery of services. Instead of our client having to hop from one department or desk to another, services were designed for easy access. Our heavily advertised vision was for a public service available to anyone from anywhere 24/7 all year round. This became a reality thanks to the unprecedented investment made in technology and hundreds of online services and the one-stop shops which sprouted up all over Malta, providing hundreds of services under one roof.

Service quality was to stop being subjective rhetoric interpreted according to one's whim. Instead, we gave service quality a measurable definition. By implication, if it can be measured, it can be managed and therefore improved. Our credo was and still is that the client should always and without exception be the focus of renewal in the public service. To achieve this, we had to also invest in our employees.

We embarked on two major projects: the Institute for the Public Services (IPS), which was set up to link training and development with the aims and vision, and servizz.gov, a government agency which came into being 5 years ago to manage and provide, through all means of communication, almost all our public services. Hence, we embarked on one unitary strategy having clear objectives aimed at achieving one vision.

Both IPS and servizz.gov were set up with strategic partners. The need and urgency for a change in limited time led us to join up with those who already had the experience and capacity to help us attain our goals. The IPS was set up with the full partnership of both the country's leading tertiary institutions: the University of Malta and the Malta College of Arts, Science and Technology. The Public Service embraced an opportunity to work hand in hand with these institutions to develop courses, both fruitful and needed, while, at the same time, opening new career opportunities for those students who enrolled. Subsequently, the Public Service enhanced itself to provide its workforce with the necessary skills. Together with these academic institutions, IPS draws up and provides courses which open wider opportunities to hundreds of public officers. Thousands of others are offered the means to progress in their career through personal development and training. The IPS objectives are crystal clear and couple up with other objectives set to attain the Public Service's vision. Prior to IPS coming into being, there were two other attempts to diffuse training among public officers. Both functioned independently of any holistic strategy, hence delivering limited benefits for the Service. The IPS seeks to enhance the leadership skills within the Service and deal with the lack of graduates in the various structures of the Public Service. Above all, we established the need for employees to persist with their personal development to keep

themselves up to speed and provide a better service to clients. IPS has also established its research arm which aims to analyse, monitor and absorb information and make recommendations as to how we could continue to enhance the Public Service and where we had gone amiss. The analysis in this study came forth thanks to this IPS function which I consider as crucial.

The same goes for servizz.gov. We did not work in isolation; rather, we required a strategic partner with experience in service delivery. After a transparent public process, a strategic partner was selected and, with the experience of the latter, and management input from our part, we elevated servizz.gov to become the main channel through which all public services were delivered, in one stop shops in the various regions, its online equivalent via mServices, freephone and social media. Statistics show that the service delivery and its quality is very much appreciated by end users, with the freephone facility being probably the most used in the country with calls nearly reaching the one million mark in 2020. Moreover the servizz.gov's online portal has contributed in placing Malta's eGovernment in the top position in the European Union, ranking with a score of 97% for the year 2020 (eGovernment Benchmark Report, 2020). Through servizz.gov, we moved beyond past practices where a client had, by necessity, to rely on multiple government departments – probably even multiple desks within the same department – to receive the service they needed. An online search is what is now required. If one still prefers a more traditional approach, a visit to a one-stop shop is all that is needed.

One appreciates the fact that all this would not have been possible were it not for unprecedented investment in technology, which in the past 5 years exceeded €150 million. For a country such as ours, this investment is indeed substantial: an investment that is ongoing, and which proved its worth during the Covid-19 pandemic; an investment by means of which databases can be synchronised, information dissemination streamlined, work facilitated, and bureaucratic tangles and processes reduced; an investment that has been tailored in such a way that we obtain the best that technology offers.

We defined service quality, which relies on four pillars for guidance. These are: the voice of the clients – the clients' expectations – and therefore continuous contact with them, through whichever means, to truly listen to their needs and, indeed, exceed their expectations. From this, the second pillar emerges, which is service design and policy design. From this follows the delivery of the service itself – the marketing aspect. The fourth pillar, equally important, is accountability. In every action that was carried out, every measure taken, every process that was streamlined – accountability could never be bargained with. Accountability has been a priority insofar as the client is at the centre of the entire renewal processes. Emphasis was put on quality that is measurable. Thus, the mystery shopping systems that are independently carried out serve as an invaluable tool to measure quality, and even accountability. Permanent internal structures were also set up to monitor quality, since these provide a sense of permanence to ensure that whatever is achieved is maintained, managed, and improved.

We wanted accountability to become routine through a number of measures which we launched and which were intended to convey the message that

accountability has to be at the forefront of all that we do. I believe that, through this, people who need to access services, trust us and will do so in confidence. This is where statistics indicate that we need to strive more. Although trust in our public administration has soared and stands 12 percentage points higher than the median in the European Union (Euro barometer, August 2020), people are still not entirely convinced that we are accountable enough.

Four annual publications, that now form part of the Public Service's calendar, are a solid step in this direction. Simplification measures that we enacted under this renewal process are now fully laid out, literally, in print. The same was done when it comes to measures announced in the government's annual Budget. We continuously plan for every year, monitor the implementation of every measure, and provide an account of its state of implementation. We can therefore proudly state that, since the origination of these publications, we implemented in excess of 900 simplification measures, and more than 1600 Budget measures.

At the very outset of my appointment, I requested to be provided with the recommendations that had been made in the preceding 5 years – both those emanating from the Auditor General's annual report, and other recommendations that were the result of commissions set up ad hoc or investigations. Hundreds of recommendations had been made, but few had been implemented. Year in, year out the National Audit Office lamented in its reports that its recommendations had gone unheeded and had to be repeated in each yearly succeeding report. We have changed course. The Public Service is now reacting to the National Audit Office's annual report and other reports. We have recently been doing the same with regards to the annual report and recommendations put forward by the Ombudsman. The implementation of recommendations is planned and monitored during the whole process, at the end of which internal auditing is carried out to ensure implementation. We have progressed to a point where the Auditor General expresses satisfaction that 80% of his recommendations are now being implemented. Moreover we now have entities being labelled as a good example by the Auditor himself and whereby no recommendations are proposed. This is exactly where we envisaged to arrive. We are now at a stage where 98% of cases brought before the Ombudsman end positively. Structures were put in place to cater for these publications but, above all, to provide permanence to the changes introduced through planning processes which are also used to implement Key Performance Indicators.

People are at the heart of the Public Service. Covid-19 provided the best evidence to this statement. The Malta Public Service has always found itself at the core of all that has been enacted in our country in recent history, and this is a sure sign of its flexibility. The pandemic has further shown that part of the culture embedded within the Public Service is the will to provide service even in dire circumstances. Government employees, similar to what other countries witnessed, had to vacate offices to continue their work from home, in what was an overnight transition that nonetheless did not adversely impact the services rendered. Circumstances were such that they could have seriously presented a threat to the smooth running of the Public Service, but we managed to transform them into an opportunity to investigate and come up with solutions to strengthen the role of technology, means of

communication, and experiences of government employees in all grades. We were already working on a pilot project to further strengthen and make remote working as widely available as possible some 6 months before Covid-19 struck. The pandemic spurred us to quicken the pace and enter a transition period that will enable us to implement systems that will aid us towards reaching this goal. It has also strengthened our resolve to make do with far less paper. By means of remote working, we will not only have achieved a novel, and better, work-life balance, but also have addressed issues of workspace and environmental concerns while delivering even more communication and flexibility in the way in which we operate.

I believe that the investment in people made in the past 7 years has laid the groundwork for us to build further on what we have already implemented. This enabled us to modulate centralised structures to create the People and Standards Division (P&SD) to encapsulate a sole strategy that incorporates both the persons who deliver the service and the quality of the service rendered. We are talking about a strategy that addresses a multitude of factors – be they the necessary personnel training and development (through IPS), managing regulations and industrial relations, to coming up with initiatives tuned to bringing out the best elements within public officers. Schemes such as IDEA provide an opportunity for employees and the public to suggest improvements/innovations to the services rendered, above all when accounting for the fact that, oftentimes, the best ideas are born on the ground. Any strategy, not least this broad one, needs to be principles-based.

This principles-based approach is evident in the recruitment processes, which, without the need of gender quotas, have yielded the highest percentage of women in decision-making positions within the public service ever. (This stands at 46%, which compares favourably with the percentage in several European States and exceeds a number of them too. In 2013, the number of women in decision-making positions in the Public Service was only 21%). This was accompanied by greater flexibility between the grade structures and enhancing the well-being of employees. Moreover, P&SD took under its wing the structures that safeguard and guarantee high quality public services. The concept is one that amalgamates all the elements that make up people management, development, services rendered, and the quality of that same service. It is only thus that a synergetic cycle between people, their training and development, and the quality of their services, can be achieved. One element thus fits in, and is dependent upon the other, for a service of excellence to be delivered. In the context of these structures, then, mystery shopping, the safeguarding of service quality, and the smooth running of initiatives such as the quality label which recognises the efforts of departments and entities, and the officials who strive towards the highest-level of public service they render, can truly be enacted successfully.

The present socio-economic and wider geopolitical contexts which our country finds itself in, allow very little headroom for shortcomings on our part. The analysis which is being presented is the promise that 2020 was the year in which we would take a careful look back and analyse all actions without letting a quarter of a century slip by before taking stock. Only thus can we assure ourselves of still being in time to rectify our shortcomings, whilst further amplifying the effect of our

achievements. We are, essentially, self-evaluating after just 7 years and, by the looks of it, we have not fared badly at all. There is, undoubtedly, the capability, and I must say the willingness, to proceed to the second phase of renewal.

The trust shown by government in the Public Service to update and renew itself has had positive results. It also renewed the sense of trust in public officers themselves. It resulted in a new Public Administration Act, which was put forth by the Public Service itself, along with a new appointment process for Permanent Secretaries to involve only the Principal Permanent Secretary and the Public Service Commission with appointments being made by the President of Malta. Moreover, we are doing more with less: in 2012, public sector employees accounted for 27% of the country's workforce; this has now gone down to 21% (May 2020).

The strategy for the coming 5 years starting in 2022 needs to incorporate all elements: people – how to identify the best elements within the Public Service and how we are to continue providing the optimal environments so that people contribute further; service provision – the quest for excellence that truly streamlines and provides a better quality of life to citizens whilst being the engine that spurs a more resilient economy that really and truly distributes the wealth that is created; technology – an invaluable resource, not least through artificial intelligence, which is not without its ethical and accountability concerns. All these disparate factors must in turn lead to higher levels of trust in the public administration.

We must keep building trust in the Public Service. This compendium of analysis has amply demonstrated that the latter has the capacity to renew and update itself to meet users' needs and expectations. This trust should then be returned in the form of a service of excellence that breeds a better living for all those who reside in our country.

Valletta, Malta

Mario Cutajar
Head of the Maltese Public Service

Preface

This book presented a tremendous challenge for the authors and editorial team to document the various Public Service reforms that have occurred in Malta over the centuries. Never in the history of the Maltese Public Service has anyone had the courage, vision and foresight to undertake the task of documenting in detail the diverse Public Service reforms that have been implemented over such a long period of time, particularly in the last 7 years. This book is important because there is a tendency to undervalue and take for granted the work that is conducted by public servants.

The book starts with the era of the Knights of St John in 1530 and examines the Public Service reforms that took place leading to Malta's Independence in 1964, which shall be referred to as 'The beginning'. It then explores the developments that took place to modernise the Maltese public service administration and management in the post independence period, which shall be referred to as 'The turning point'. The book then specifically focuses on the last 7 years. The reason this approach has been adopted is to ensure that the legacy inherited from the Maltese Public Service since 1530 to the modern era is sufficiently documented to give cognisance to the work conducted by our Public Service predecessors. For this reason, documenting this Public Service reforms legacy is viewed as being important since it has not been undertaken previously to such an extent. As it was stated previously, the book then focuses on the last 7 years based on considerable research in the form of official documented evidence and primary research in the form of surveys. These surveys were administered amongst government employees in the Maltese Public Service and the general public as customers and recipients of the various government services. This allowed the researchers to determine the impact of the various reforms on the Public Service's internal environment by linking psychological contract breach to attitudinal outcomes and also to ascertain the societal influence of the various Public Service reforms by conducting cross-sectional surveys and the examination of certain aspects of the mass media. Hence, the extensive secondary and primary research methods adopted are an important feature of this book.

The research indicates that the Maltese Public Service is best described as being in state of continuous transition. This is not to say that the road along the

achievement of Public Service reforms has been easy. It must be recognised that there is an in-bred resistance to change in most organisations and the Maltese Public Service is not an exception. However, an important aspect that the research has revealed is that the Maltese Public Service has always, throughout various eras, faced up to the various challenges and succeeded in making Malta a better place for its citizens. Equally important is that Public Service reforms are highly dependent on the leadership attitude of those leading the Public Service at any particular point in time. Here, reference is being made to the vision of the Maltese Prime Minister and the Cabinet, and the vision and driving force of the Head of the Public Service and his management team. This management team is not just restricted to Permanent Secretaries, since the Public Service consists of many layers of management. However, having a visionary leadership at the top ensures a cascading effect on the various levels of management. Moreover, vision determines whether the reforms are merely incremental or transformational. The research shows that many of the documented Maltese Public Service reforms, particularly those of the last 7 years have been transformational.

The above provides the basic reason why it was considered important for this book to be written. It is imperative for this book to be seen as a starting point in documenting the legacy of the Maltese Public Service reforms that have been implemented to this point in time. It is hoped that the documentation of the Maltese Public Service reforms does not stop with this book but will continue with further publications in the future, so that the legacy of the work being conducted by public servants is not lost.

Msida, Malta

Frank Bezzina
Emanuel Camilleri
Vincent Marmarà

About This Book

The hallmark of this book is the extensive amount of research into the Maltese Public Service reforms. Thus, this book makes fundamental reading for University students undertaking courses in Public Policy, and Public Administration and Management.

The book consists of four parts. The *first part* is titled: Public Service Reform Historical Background and consists of two chapters. The titles of these two chapters are ‘Historical Background of the Maltese Public Service Administration and Management “The Beginning”’ and ‘Historical Background of the Maltese Public Service Administration and Management “The Turning Point”’, respectively. The first chapter specifically addresses the Maltese Public Service reforms in the distant past by examining the various reforms during three primary eras, namely: (a) The Knights (1530–1798); (b) The French occupation (1798–1800); and (c) British rule (1800–1964). The second chapter considers the Maltese Public Service reforms in the recent past that includes: (a) The post-Independence era (1964–1971); (b) The 1970s social reform era until 1979; (c) The reforms of the 1980s; and (d) The road to EU membership and its immediate aftermath (1990-March 2013). The research methodology varies with the period under study. Hence, the Maltese Public Service reforms in the distant past are based on secondary data using available historical documents and diverse literature; whereas the Public Service reforms in the recent past are also based on secondary data using mainly official government documents, particularly the Government Financial Estimates for the years spanning 1964 to 2008.

The *second part* of the book is titled: Public Service Reform: “The Best of Times” and consists of five chapters that examine in detail the various Maltese Public Service reforms that were implemented these past 7 years, since March 2013. These Public Service reforms have been segmented into five categories, with each reform category representing an individual chapter. Hence, the five chapters within the second part are the following:

- (a) Chapter 3: Transparency and Accountability Public Service Reforms
- (b) Chapter 4: Civil Service Systems and HRM Public Service Reforms

- (c) Chapter 5: Service Delivery and Digitalisation Reforms
- (d) Chapter 6: Organisation and Management Government Reforms
- (e) Chapter 7: Policy Making, Coordination and Implementation Government Reforms

The research methodology for the second part of the book was based upon secondary research using official government publications and legislative initiatives undertaken during this period. The research has identified and documented 93 particular Maltese Public Service reforms, and if the recent reforms related to the Venice Commission were to be included, the reforms would number over 100. As stated previously, the Public Service reforms were classified into five categories. The first four categories (Chaps. 3, 4, 5, and 6) accounted for about 16% of the reforms each and the fifth category (Chap. 7) accounted for about 36% of the reforms. The research also revealed that most of the Public Service reforms were implemented in 2014, 2016 and 2017 (18–19% each). These three particular years (2014, 2016 and 2017) account for about 55% of all the implemented Maltese Public Service reforms.

The *third part* of the book is titled: Public Service Reform: The Research and consists of four chapters, namely:

- (a) Chapter 8: Organisational Impact of Public Service Reforms: Assessing the Internal Impact
- (b) Chapter 9: Societal Impact of Public Service Reforms
- (c) Chapter 10: Fair Deals in the Maltese Public Service: Linking Psychological Contract Breach to Attitudinal Outcomes
- (d) Chapter 11: Societal Impact of Public Service Reforms: Cross-Sectional Surveys and the Media

These chapters address two specific aspects, namely, Maltese Public Service reforms in the ‘*Present*’ by focusing on the reforms of the past 7 years (starting March 2013), and Maltese Public Service reforms in the ‘*Immediate Present*’ that deal with the current organisational internal and external impact of Public Service reforms (i.e. the now status). The research methodology for these chapters is mainly based upon primary research through cross-sectional surveys of government employees and the general public to ascertain their perceptions regarding the various Maltese Public Service reform measures. This provided a snapshot of the Public Service today in terms of various variables in relation to a range of implementation reforms. The objective of Chap. 8 is to describe the institutional reforms through the neo-institutional theory that provides a theoretical perspective of organisational behaviour that is influenced by other organisations, the key stakeholders, and the wider economic and social force. This chapter illustrates that Public Service strategies, structures and managerial actions are intimately related with each other to produce a broad and complex picture of a continuous Public Service reform process.

On the other hand, Chap. 9 critically reviews the literature concerning a number of ideas, methodologies and instruments that have been used to understand the societal impact of public services and Public Service reform; or that can be associated

with related potential. These are namely the Net Promoter Score (NPS), Service Quality (SERVQUAL), Customer Satisfaction (CSAT) and trust in Public Services.

Chapter 10 is based upon a study that was conducted in a double wave of change, related to the internal and external environment of the Maltese Public Service. The research examined the psychological contract aspect that is defined as the perceived exchange relationship between employer and employee. This provided the researchers with a strong index of the quality and state of the employment relationship. People in an employment relationship construe an exchange process whereby they expect specific returns for service provisions. Indeed, the basis of the employment relationship is often captured in a social exchange relationship and the employment relationship is best seen through the lens of social exchange theory. This study did not demonstrate the expected negative reactions and pessimistic ratings by employees. More precisely, the research findings suggest that the Maltese Public Service is coping and managing well the various changes being implemented as it becomes more people-oriented and embraces a new corporate identity. Furthermore, the study demonstrates how specific factors are associated to others and hence require leadership skills and abilities to steer people management in ways that ensure the maintenance of effective working relationships and therefore positive attitudes at work.

Chapter 11 concluded the third part of the book with a very detailed study of the societal impact of the Maltese Public Service reforms, using cross-sectional surveys and examining the material, such as the letters to Editors related to mass media (i.e. newspapers) over a lengthy period of years. Thus, the chapter provides a deeper understanding of the success and the degree of impact attained by the introduction and implementation of a variety of public services. It also contributed towards suggesting improvements that may be made to enhance the user-oriented relationship by focusing on the particular needs of each demographic sector. Chapter 11 is based upon original research and is organised into two major segments. The first segment evaluates the methodology and other demographic considerations; and the second segment analyses and discusses the research findings. On the whole, respondents confirm the government's success in introducing, facilitating and implementing various measures and initiatives. This had a positive resulting effect on community level service provision and, consequently, quality of life on all fronts.

The *fourth part* of the book and is titled: Public Service Reform: The Future and consists of one chapter, namely: 'Public Service Reform: The Future (A New Beginning)'. Hence, this chapter is about the future and is based upon extensive literature research regarding the future developing trends related to worldwide Public Service reforms. In this regard, information technology plays a critical part as an essential change agent. It provides opportunities for governments to initiate Public Service reforms, with the intention of improving the living standards of its citizens, in a variety of sectors. This chapter illustrates that Public Service reforms and the systems they generate as a platform for service delivery are full of challenges and require sustained commitment from all levels of the Public Service. It also demonstrated that Public Service employees need to look for new ways of implementing change by taking advantage of the opportunities that technology

provides in the day-to-day operations of government and its decision-making process. However, the most important factor for change to occur is to have strong, capable and, above all, visionary leadership. Visionary leaders see things and make sense of them and are not afraid to take the plunge.

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