

From
Compliance
to Impact

An Efficacy Assessment of
Data-Driven Monitoring
within SPAT

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DPSA

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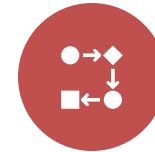
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Introduction, Background and Context

African Charter adopted in
2011, entered into force 2016

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graph TD; A[African Charter adopted in 2011, entered into force 2016] --> B[First binding AU instrument on public service governance]; B --> C[Requires biennial reporting];
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First binding AU instrument
on public service governance

Requires biennial reporting

SPAT Mandate



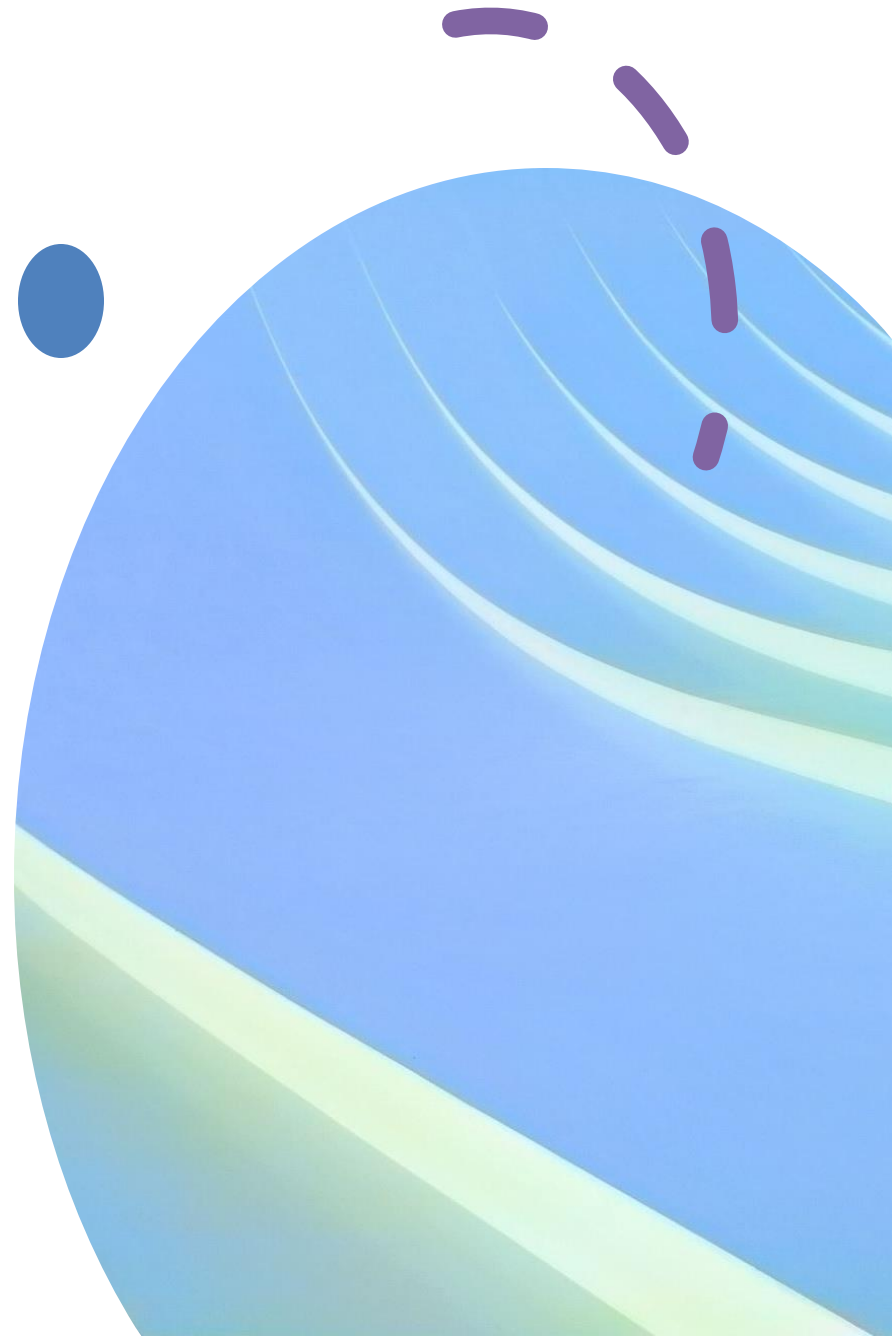
AU-STC No.8



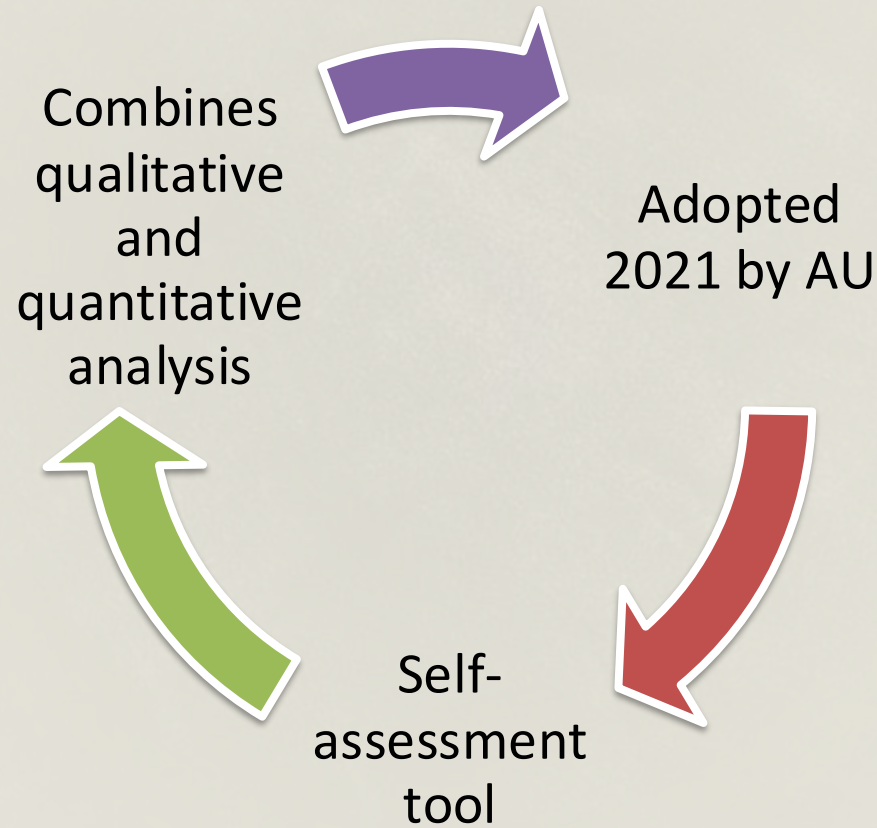
Conference of
State Parties



Implementation of
Pilot Programme



The SPAT Instrument

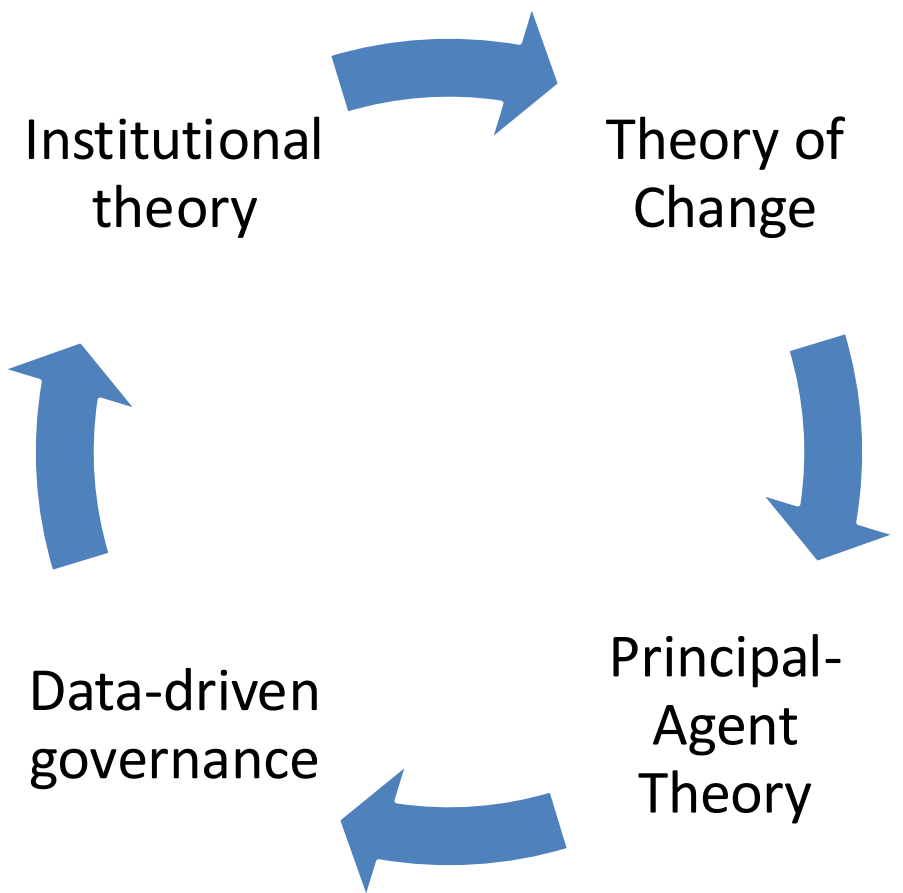


The Core Problem



- Gap between compliance and real impact
- Pilot findings show inflated scores
- Reality differs from reports

Theoretical Foundation



Theory of Change Insight

SPAT focuses on
inputs and
outputs

Weak
measurement of
outcomes and
impact

Principal- Agent Challenge

Information
asymmetry

Risk of
strategic
reporting

Gaming of
indicators

SPAT Design Overview

Covers
5 chapters,
34 articles

Max score: 298

Excel-based tool

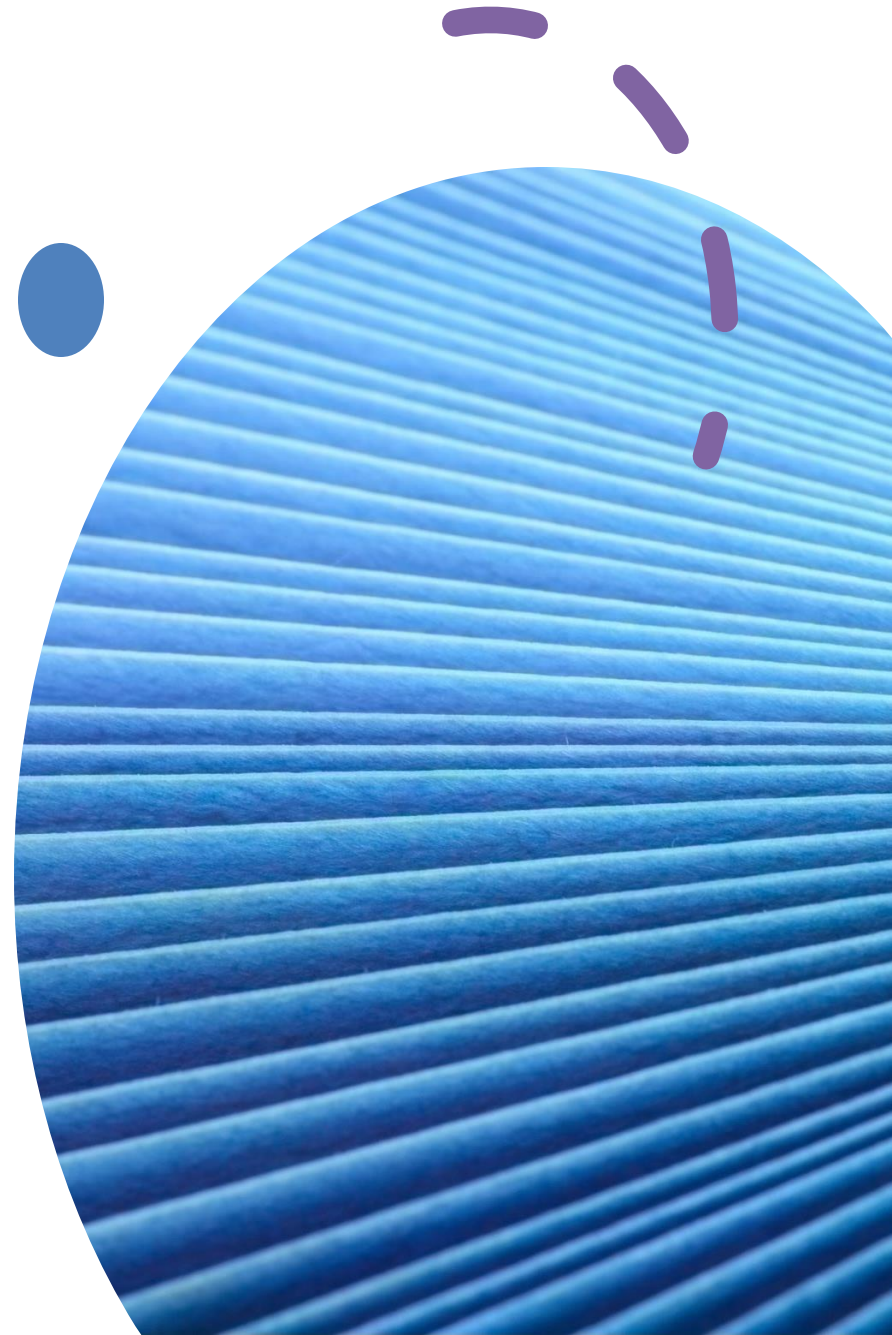
Scoring Methodology

Does not distinguish impact

0 = No evidence

2 = Full compliance

1 = Partial compliance



Comparative Insights

1. **Tanzania** 2022 Inaugural pilot
2. **South Africa** 2022 Compliance tension
3. **Namibia** 2022 Political ownership
4. **Kenya** 2025 Legislative domestication
5. **Zambia** 2025 Non-pilot volunteer
6. **Lesotho** 2025 Capacity building
7. **Benin** 2025 Domestication
8. **Rwanda** 2025 Institutional readiness



Comparative Insights Across Eight Countries

The pilot phase of the State of Public Service in Africa Report (SPAT) revealed diverse national approaches to the African Charter. Below is a breakdown of the focus and contributions of each participating nation.

Tanzania (2022): Inaugural Pilot As the first country to test the SPAT methodology, Tanzania set the precedent by having a draft report ready prior to the workshop, proving the feasibility of the initial framework.

South Africa (2022): Identifying Compliance Tension This pilot was critical in articulating the "documentary vs. implementation gap." It led to a major revision of scoring semantics after realizing that high scores for having a policy didn't always reflect actual service delivery.

Namibia (2022): High-Level Ownership Marked by a Prime Ministerial opening, Namibia demonstrated the strongest political buy-in, resulting in the most detailed cluster-based action plan of all pilots.

Kenya (2025): Legislative Domestication Kenya focused on creating a draft bill to establish unified standards across both national and county governments, ensuring the Charter's principles were enshrined in law.

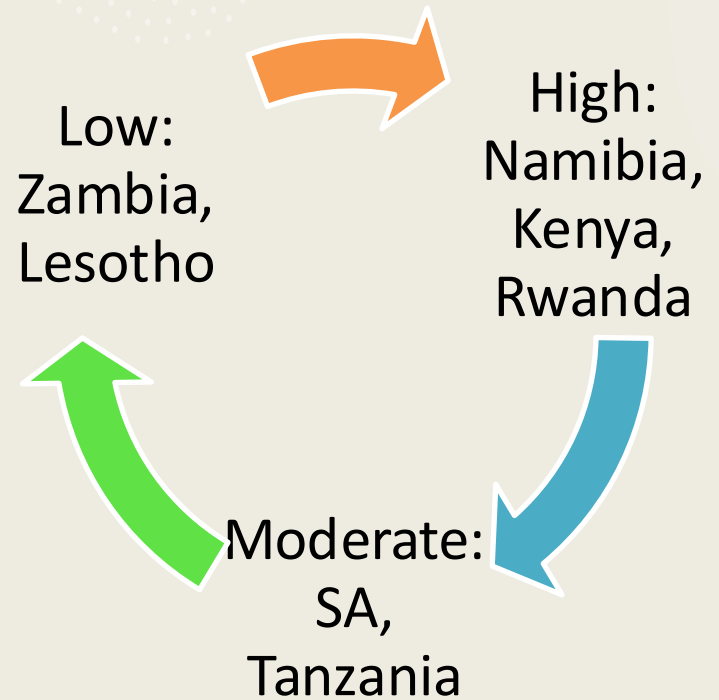
Zambia (2025): Strategic Alignment Participating as a non-pilot volunteer, Zambia focused on foundational knowledge building and aligning SPAT indicators with the UN Sustainable Development Goals (SDGs).

Lesotho (2025): Capacity Building Operating in a consolidation phase, Lesotho focused on peer learning while acknowledging that the "implementation gap" remains a severe structural challenge for their civil service.

Benin (2025): West African Domestication. As the first Francophone pilot, Benin linked SPAT to its national digitisation efforts and established a Code of Ethics for over 30,000 civil servants.

Rwanda (2025): Institutional Readiness Serving as the capstone pilot, Rwanda aligned SPAT with its "Vision 2050" strategy and provided critical methodology feedback that led to a formal commitment to a National Implementation Framework (NIF).

Institutional Readiness



Key Findings Across Eight Pilot Countries (2022-2025)

- **Core Insight:** The documentary compliance tension is structural, not superficial – appears in 2022 AND 2025 pilots despite interim refinements

Dimension	Key Finding
Compliance-Impact Tension	Consistently documented across ALL pilots – Tanzania, South Africa, Namibia (2022) and Kenya, Rwanda (2025) all reported that SPAT "focuses on documents, not implementation"
Institutional Readiness	High variation – Namibia (cluster model), Kenya (legislative framework), Rwanda (NIF mandate) vs. Zambia (foundational knowledge gaps)
Political Ownership Spectrum	Head of Government (Namibia – PM) → Ministerial (Tanzania, Benin, Kenya) → Civil Service (Rwanda, Zambia)
Refinement Priorities	Remarkably consistent – scoring methodology, multi-stakeholder administration, sustained capacity building, peer learning platforms

What Works and What Transfers

Transferable Good Practice	Origin	Transferability
Cluster-based lead agency assignment	Namibia	High – adaptable to any context
Legislative framework for unified standards	Kenya	Medium – requires parliamentary process
SDG monitoring integration	Zambia	High – leverages existing infrastructure
Digital governance as evidence enabler	Benin, Rwanda	High – technology automates collection

Contextual Limitations to Transfer:



Francophone/Anglophone divide – Benin highlighted language accessibility needs



Federal vs. unitary systems – Kenya's county/national framework vs. Rwanda/Benin



Reform trajectory – Rwanda's biennial cycle question vs. slower-paced contexts



Persistent Challenges Across ALL Pilots: Documentary tension | Resource constraints | Cross-institutional coordination | Data quality

Three Emergent Trajectories & Implications for Rollout

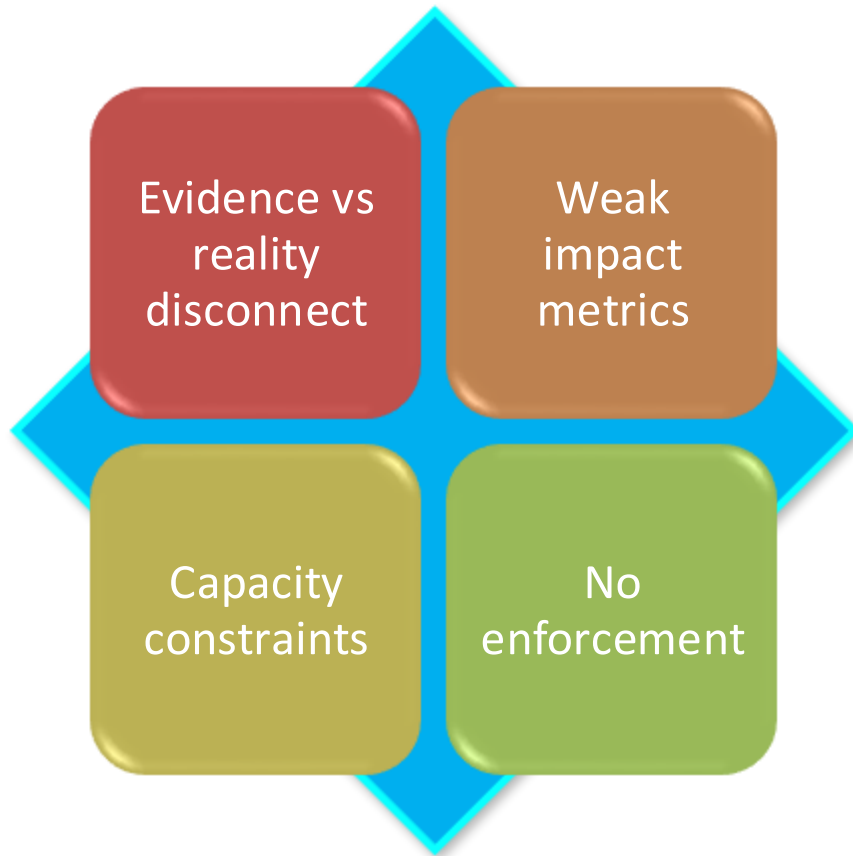
Trajectory	Countries	Characteristics
Institutionalization	Namibia, Kenya, Rwanda	Embedding SPAT in permanent structures – legislation, cluster reporting, clear NIF mandates
Foundational Capacity	Zambia, Benin	Substantial Charter awareness investment; establishing basic mechanisms first
Refinement Leadership	South Africa, Rwanda	Actively shaping SPAT evolution through critical feedback on methodology

Five Implications for Continental Rollout:

- **Bottom Line:** SPAT is valuable but has structural limitations – refinement, not abandonment, is the path forward.

No	Implication
1	Address documentary tension before full rollout – SPAT 2.0 needs outcome-weighted indicators & expanded scoring scale
2	Institutionalize peer learning – Virtual sessions between COSP meetings
3	Allow contextual adaptation within limits – Preserve comparability while accommodating federal/unitary & language differences
4	Encourage high-level political ownership – Namibia's PM engagement produced most detailed plan
5	Review biennial reporting cycle – Rwanda's recommendation merits serious consideration

Key Efficacy Gaps



Rethinking Scoring



Proposed 5-point scale



Shift toward impact validation



Strengthening Impact



**CITIZEN
SATISFACTION
METRICS**



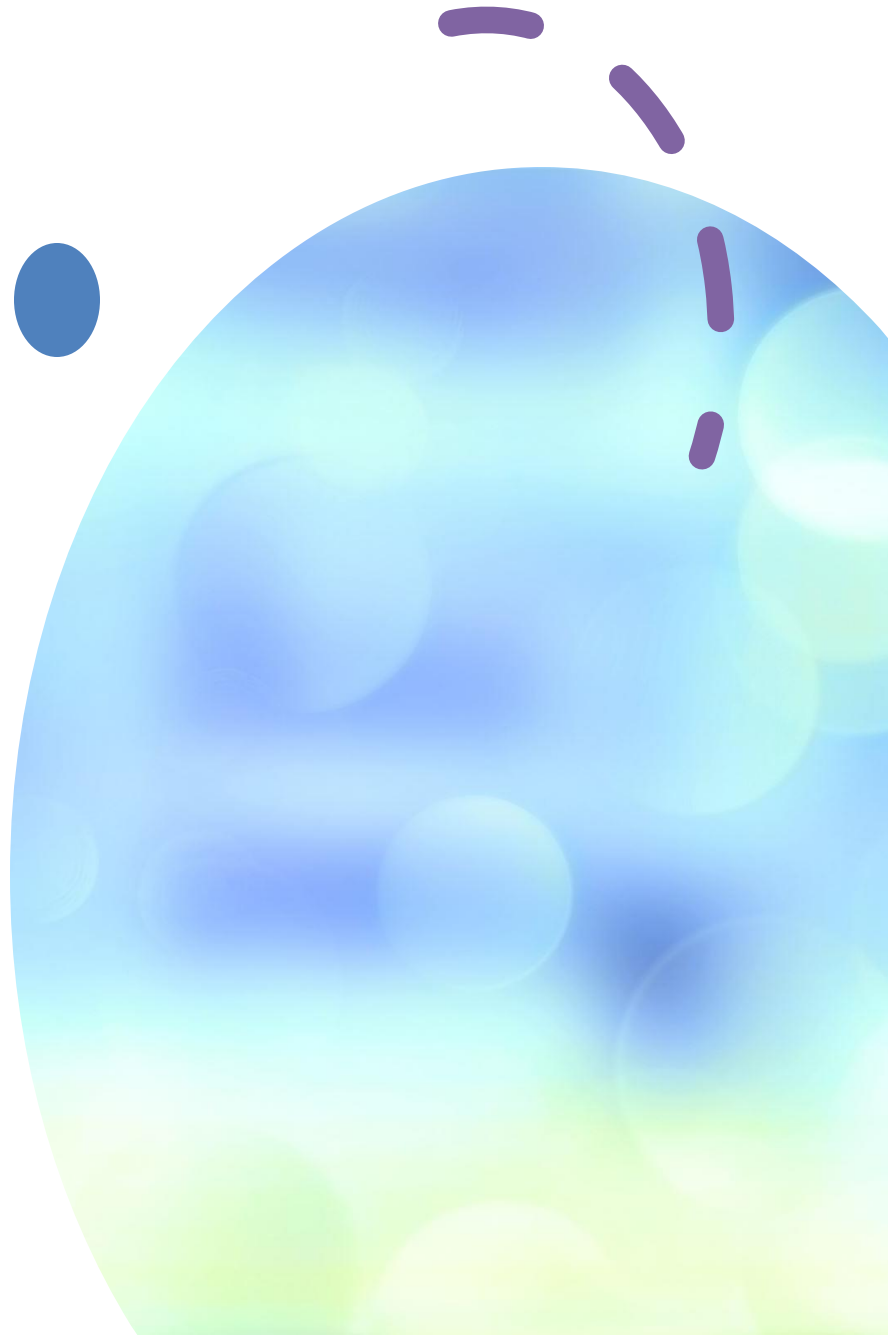
**OUTCOME
INDICATORS**



**INDEPENDENT
VERIFICATION**



**ACTION PLANNING
LOOP**



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Conclusion

SPAT is not failing, it is incomplete

Focus must shift to measuring Impact and transformation