

I OVERVIEW

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Further reading

- The White Paper on the Transformation of the Public Service



INTRODUCTION

PURPOSE OF THE GUIDE

The Baseline Implementation Guide aims to help you to implement the new Public Service Management Framework in your department.

- As an executing authority or head of department, it can assist you in understanding the vision and key features of the new framework, as well as your powers and responsibilities. The Guide gives advice about the context within which you should exercise your discretionary powers.
- As a manager or practitioner, you should find the practical advice in the Guide useful when developing policies, strategies and practices for your department.

HOW TO USE THE GUIDE

Overview of the new framework

Part I of the Guide gives a basic overview and background to the new Public Service Management Framework. It will help you to understand its vision and key features. You should also be able to form a picture of how everything generally fits together. Read it and find out about the new powers and responsibilities that departments have.

Guidelines for implementation

Parts II to IV of the Guide look specifically at what a department should do, or may need to consider, to implement the Public Service Management Framework with effect from 1 July 1999. It consists of a series of guidelines on planning, compensation, as well as performance management.

Each guideline begins with a short introduction. What do departments have to do that is different to what they have been doing? Where will they need to use their discretion? Would a department need a policy, strategy, procedure or internal guide? The rest of the guideline focuses on process issues – the what and how to do.

The content page, at the beginning of each part of the Guide, gives you a list of references for further reading. You can contact the Helpdesk in the Department of Public Service and Administration for particulars.

When studying the guide

Use your discretion when taking advice from the Guide. Remember that the new management framework gives departments powers to develop their own policies while taking into consideration the requirements of the Regulations and collective agreements. Keep the particular needs and challenges of your department in mind. What may work well in one department may not work well in another.

Look for linkages between different topics. Try to create a picture in your mind about how things fit together. You should find the flow diagrams in some of the guidelines useful.

WHAT OTHER ASSISTANCE IS AVAILABLE?

You could make use of any of the following:

Training materials provided to departments during the Baseline Implementation Programme;

Competency training which should be available from the South African Management and Development Institute (SAMDI) from August 1999;

A communications video which is currently being produced about the new management framework and will be given to all departments later this year;

The helpdesk in the DPSA which you may contact during office hours at **(012) 314 7193**; and

Any other departments that may be willing to assist you or exchange policies with you.

YOUR CONTRIBUTION TO THE GUIDE

How do you find the Baseline Implementation Guide? Please give us your comments. You are also invited to share your expertise with us. Keep in mind that the management framework is new and will require further development in time to come. Your inputs will assist in enriching the framework as well as the Guide in the future.

Use the **feed back page** at the back of this Guide to give us your inputs. Please also send examples of your policies, plans and practices, that have worked well in your department, to:

**The Director-General
Department of Public Service and
Administration
Private Bag X916
Pretoria
0001**

OVERVIEW

OF THE PUBLIC SERVICE MANAGEMENT FRAMEWORK

INTRODUCTION

This guideline aims to give you a broad understanding of the vision and key features of the Public Service Management Framework.

- It gives basic answers to questions that public servants have been asking; and
- It shows how the framework fits together.

WHAT IS THE NEW FRAMEWORK ABOUT?

Departments will be able to change the way they work

The new framework is about changing the way we work in order to provide better services to our customers, both within and outside the public service.

It is a radical change – the focus is on delivering services as opposed to the preoccupation with rules and regulations that the public service is so well known for.

You should realise that the new framework is a management tool. It is not just a new set of rules that is meant to replace the old. It enables departments to make appropriate decisions about how they can manage themselves.

Departments will develop their own management policies

Your department must develop its own human resource and work organisation policies and practices according to its service delivery objectives and circumstances.

This is very different from the past when policy was determined centrally for the public service. The codes and regulations that were previously prescribed, are no longer applicable with effect from July 1, 1999. However, you still need to consider those aspects pertaining to benefits and allowances in the codes that have been included in collective agreements. You will also have to consult labour, as a critical stakeholder, on all measures that affect employees.

The Public Service Regulations will assist you

You need to use the minimum requirements given in the Regulations to assist you in determining your policies, plans and practices. These requirements are given in the form of values, principles and specific measures.

WHY THE NEW FRAMEWORK?

The new management framework is about improving service delivery through:

- Devolving management powers and functions to executing authorities who may delegate them further;
- Managing for results rather than the administration of rules;
- Establishing accountability for performance and corruption in departments;
- Organising work and employment practices flexibly;
- Developing a more representative and committed workforce;
- Establishing a development orientation through performance management, integrated training and education; and career paths; and
- Democratising the workplace through the empowerment and development of employees, and labour relations.

Executing authorities are the political office bearers responsible for departments.

HOW DID IT COME ABOUT?

After 1994 the new government made the reconstruction and development of the country a priority. The public service has an important part to play in this process.

The Constitution of 1996 gives the values, principles and requirements that must direct the management of public service delivery.

Furthermore, the white papers provide us with a national policy framework for making the changes to the public service required by the Constitution.

In order to bring the public service in line with its new vision and role, the Minister for the Public Service and Administration has amended the *Public Service Act, 1994* and has made new Regulations.

A new financial management framework is currently being developed by the Department of Finance. It will complement the Public Service Management Framework in various ways.

HOW WILL THE MANAGEMENT FRAMEWORK AFFECT US?

The new management framework requires public servants to change their rules-driven mindset and to redefine key roles.

Managers...

Customer-centred organisations treat their people well and staff who feel valued by their employers make customers feel valued. Line managers must take greater responsibility for people management by taking on more human resource management responsibilities. That will enable them to support their staff in their effort to improve service delivery.

Front-line service providers...

Service providers must be empowered to take decisions, take responsibility, solve problems and be innovative in the interest of better service. They need to recognise the importance of sharing information and supporting each other.

Support staff...

Support staff will be required to support managers by developing departmental policies and practices, providing policy advice, as well as evaluating the effectiveness and efficiency of departmental policies and practices. They will also need to provide strategic support services.

WHAT DOES THE NEW FRAMEWORK CONSIST OF?

It begins with the Constitution, 1996 and includes the following:

The Public Service Act, 1994 (No 103 of 1994)

The Act remains the principal act which governs public administration, as required by the Constitution, 1996.

The *Public Service Act*, 1994 has been amended by the following legislation:

The Public Service Commission Act, 1997 (No 46 of 1997)

The Act redefines the role and duties of the Public Service Commission. Basically it will serve as an administrative watchdog which will assist departments by monitoring and evaluating their human resource and work organisation policies and practices.

The Public Service Laws Amendment Act, 1997 (No 47 of 1997), as amended by the Public Service Second Amendment Act, 1997 (No 93 of 1997)

A key feature of the Act is that it rearranges the powers that the Public Service Commission has traditionally held between the Minister for the Public Service and Administration and executing authorities. It clearly defines their new powers and responsibilities in the following ways:

- The Minister will make policy, regulations and determinations for the public service as a whole; and
- Executing authorities will have powers concerning internal human resource and work organisation policies and practices.

The Public Service Laws Amendment Act, 1998 (No 86 of 1998)

The Act readjusts the functions of heads of provincial administrations and the provincial Directors-General. It also further regulates the functions and conditions of heads of provincial

departments, and the conditions of service of heads of organisational components.

The Public Service Amendment Act, 1999 (No 5 of 1999)

The Act regulates the handling of the appointment and other career incidents of heads of departments in a new way.

Other Legislation

The new framework must be read together with any other legislation that is applicable to the public service, for instance the:

- *Labour Relations Act*, 1995 (No 66 of 1995)
- *Basic Conditions of Employment Act*, 1997 (No 75 of 1997)
- *Employment Equity Act*, 1998 (No 55 of 1998) that is applicable to the public service from 1 May 2000
- *Skills Development Act*, 1998 (No 97 of 1998).

Public Service Regulations

The Regulations are made by the Minister for the Public Service and Administration. They prescribe principles and measures about the way departments must manage themselves. The Regulations are minimal, enabling departments to be innovative and responsive to service delivery needs.

Collective Agreements

Collective agreements are reached through the bargaining process between the state as employer, and employees as represented by the various employee organisations.

They include matters of mutual interest like benefits and allowances. The agreements are binding on departments.

Management Guides

From time to time the Department of Public Service and Administration will issue management guides which will give advice. They will also share examples of departmental policies and practices that have been obtained from various departments.

WHAT ABOUT THE WHITE PAPERS?

The Minister for the Public Service and Administration has issued the following white papers:

- *The White Paper on the Transformation of the Public Service*, 1997
- *The White Paper on Transforming Service Delivery* (Batho Pele White Paper), 1997
- *The White Paper on Human Resource Management in the Public Service*, 1997
- *The White Paper on Affirmative Action in the Public Service*, 1998
- *The White Paper on Public Service Training and Education*, 1998.

White papers have no legal status. The only manner in which requirements in white papers can be made mandatory is to include them as prescripts in legislation or regulations.

The five white papers mentioned before all serve as a broad policy background. They can help you to understand the vision of the new management framework.

REQUIREMENTS

OF THE PUBLIC SERVICE MANAGEMENT FRAMEWORK

INTRODUCTION

This guideline briefly describes the context within which executing authorities and heads of department should approach the management framework and exercise their new powers and responsibilities. It describes the new thinking and ways to approach different tasks. For more detailed guidance, study the guidelines in Parts II to IV of the Guide.

The new management framework assists departments in becoming more customer-centred by removing many of the barriers that they have faced in the past. It accomplishes this by devolving and decentralising powers to executing authorities, giving them greater autonomy. Instead of limiting their powers, the new Public Service Regulations serve as a management tool by setting minimum requirements that are aimed at promoting sound management in departments.

A NEW MINDSET AND REDEFINITION OF ROLES

The new management framework requires a new mindset. More and more public servants speak about a paradigm shift or a new way of thinking that is required. The shift is from a rule-bound to a results-orientated culture.

As executing authorities you should try to reflect this new way of thinking in your policies.

You will also need to consider how you can influence the way that personnel at all levels plan, make decisions and conduct their work. It may, over time, require a review of the role of managers, frontline service and support personnel.

The prime emphasis of the management framework is to develop a customer-centred public service. It requires executing authorities, heads of department and personnel at every level to commit themselves to meeting the needs of their customers. The call to departments is to value giving good service. This value should be evident in departmental policies, planning and practices, and in their organisational behaviour.

AN EMPHASIS ON PLANNING FOR BETTER RESULTS

Previously, public administration codes and regulations demanded obedience to rules with less of an emphasis on results. Now the emphasis is moving from the administration of rules to managing resources for better results. Departments will have to integrate their planning with their strategic and operational objectives.

EMPOWERMENT THROUGH DELEGATION

Managers and frontline service personnel should be able to take appropriate decisions about the way they deliver services and organise work. As executing authorities you should strive to create the conditions in your departments that will enable you to delegate effectively. You will also need to link the management of delegation to training and performance management.

POLICIES THAT CONSIDER DEPARTMENTAL NEEDS

Executing authorities have the powers to develop policies and practices that:

- Support the core objectives of the department;
- Remove barriers to effective and efficient service delivery;
- Consider the circumstances of the department; and
- Meet the requirements of applicable prescripts, including legislation, regulations and collective agreements.

Where the Regulations don't specifically prescribe that a policy must be developed, as the executing authority you should exercise discretion about whether they are necessary.

MANAGING COMPENSATION WITH DISCRETION

Executing authorities have discretionary powers to determine compensation in various circumstances. Compensation must aim to:

- Support efficient and effective service delivery;
- Provide appropriate incentives for employees; and
- Support equal pay for work of equal value and other labour standards.

Executing authorities should consult, and where necessary negotiate on compensation policies and practices. You should evaluate whether they are financially sustainable and always confirm whether budgeted funds are available before taking any decisions.

DEVELOPMENTAL PERFORMANCE MANAGEMENT

The Regulations make executing authorities accountable for the performance of their departments as well as of individual employees. An executing authority must approve an appropriate performance management system for her/his department.

This means that you need to manage performance in order to improve service delivery. Also, the performance objectives of your department, as well as individual employee performance objectives, must be aligned with the strategic and operational objectives of your department.

Performance must be managed in a consultative and supportive manner. It should link with training and career development, and support affirmative action.

In customer-centred institutions, both the formal and informal aspects of performance management are equally important.

TRAINING AND EDUCATION MUST BE NEEDS-DRIVEN

Training should be driven by needs to support service delivery, work performance and career development. It should also link to broad human resource practices that are aimed at enhancing employment equity and representativeness.

In customer-centred institutions, senior personnel take responsibility for orienting and training more junior personnel; and personnel recognise the importance of sharing information and supporting each other. In particular, front-line personnel need service delivery training.

CORRECTIVE NOT PUNITIVE DISCIPLINE

Discipline is necessary for efficient and effective service delivery. The aim is to correct rather than to punish.

As managers you must exercise discipline without bias or appearance of bias, in terms of race and gender, union, political or religious affiliation.

DEVELOPING AND REVIEWING PROCEDURES AND PRACTICES

The Regulations require that procedures and practices must cut red tape and strengthen key human resource functions. They must also apply the principles and values given in each part of the Regulations. You should take note of them when developing and evaluating your procedures and practices.

Our commitment to serving the customer must be reflected in recruitment, training, design of new services or products, resource allocations, priority setting, organisational structure and selection of information to be monitored, to ensure strategic as well as operational success.

You should ensure that procedures and practices do not lend themselves to abuse and corruption.

Although executing authorities have the powers to develop new practices, you may decide to continue using existing practices that work well in your departments.

ACCOUNTABILITY FOR RESULTS

Whereas executing authorities are being given more powers and responsibilities, the Regulations require greater accountability for results. They prescribe that you report annually about the results of your planning and strategies to your relevant legislature, the media and the public.



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