

STRATEGIC PLAN



the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA



DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION
2020 – 2025 STRATEGIC PLAN

The 2020 – 2025 Strategic Plan of the Department of Public Service and Administration (DPSA) was compiled using the latest available information of the Department.

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The 2020 – 2025 Strategic Plan is also available on the DPSA's website: **www.dpsa.gov.za**



the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA



We belong



We care



We serve

EXECUTIVE AUTHORITY STATEMENT



Mr. Senzo Mchunu, MP
Minister for the Public Service and
Administration



Ms. Sindisiwe Chikunga, MP
Deputy Minister for the Public Service and
Administration

The President of the Republic of South Africa, Mr Cyril Ramaphosa, ushered in the 6th Administration with his State of the Nation Address (SONA) that outlined the following seven (7) priorities which serve as framework for government's planning for the next five (5) years:

1. *Economic transformation and job creation*
2. *Education, skills and health*
3. *Consolidating the social wage through reliable and quality basic services*
4. *Spatial integration, human settlements and local government*
5. *Social cohesion and safe communities*
6. *A capable, ethical and developmental state*
7. *A better Africa and World*

Of these above mentioned seven (7) priorities; the Department of Public Service and Administration is both the lead and contributing department for the various interventions to be achieved under Priority six (6) -" *A capable, ethical and developmental state.*" Subsequent to SONA, President Ramaphosa elevated same as Priority 1 (one). In this regard, the President underscored a Capable State as the foundation for the attainment of the other 6 (six) priorities.

To advance the attainment of a capable state, the Department of Public Service and Administration, will over the 2019-2024 Medium Term Strategic Period, implement a number of policy and programmatic interventions, which will include the following:

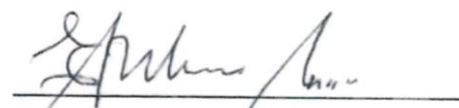
- *Development of regulations to enable the full Implementation of the Public Administration Management Act (PAMA, 2014);*
- *The review of the Public Service Act and related policies, where required, which will be done concurrently with the development of the Single Public Administration Bill;*
- *Providing support to the National and Provincial departments to improve compliance to the Public Administration Legislative Prescripts and to enforce compliance where required;*
- *Implementation of a number of measures to ensure efficiency and sustainability of running public administration, including cost effective operations, a sustainable wage bill, IT Expenditure and the realisation of value for money, especially with respect to the effective delivery of services to the South African citizens;*
- *Addressing leaks to the fiscus;*
- *To improve the implementation of Batho Pele principles by ensuring that there are measurable standards in place to enable the service recipients to monitor adherence to the principles by departments;*
- *Stabilising the Public Service by restoring stability and credibility in state institutions;*
- *Fighting Corruption by inculcating a culture of accountability, ethical and professional standards of all civil servants as well as strengthening discipline management within the Public Service.*

In addition, as from 2020, the Minister for Public Service and Administration will take over the Chairpersonship of the African Peer Review Mechanism (APRM) as the Continental Focal Point.

The APRM affords us as South Africa and the rest of the Continent an opportunity to showcase our capability as a continent that is committed to good governance and ethical leadership.

We must forge ahead in our quest to build a democratic and a prosperous country. The most important cornerstone we need to focus on achieving during this phase is growing our economy to ensure that a vision of a better life for all becomes a reality.

The attainment of a capable, ethical and developmental State, underlined by the need for good governance has indeed occupied centre stage in the Republic of South Africa. The country has recently experienced an economic decline of crisis proportions, induced in part by corruption, ushering in an alarming fiscal cliff, both of which have put a spotlight on the issue of leadership in the country.



MR SENZO MCHUNU, MP
EXECUTIVE AUTHORITY
DEPARTMENT OF PUBLIC SERVICE AND
ADMINISTRATION

ACCOUNTING OFFICER STATEMENT



Ms. Yoliswa Makhasi
Director-General
Department of Public Service and
Administration

It is my honour to present the 2020 - 2025 Strategic Plan for the Department of Public Service and Administration. As the DPSA, our mandate is derived from Chapter 10 of the Constitution of the Republic of South Africa, the Public Service Act and Public Administration Management Act. Furthermore, our work is also directed by Chapters 13 and 14 of the National Development Plan (NDP), which outlines a vision for building a capable state as well as promoting accountability and fighting corruption.

As a Department that is responsible for leading the creation of a capable, ethical and developmental state; the Department has identified a number of key interventions to be implemented over the strategic period which are aimed at achieving;

- *a capable state that has the required human capabilities, institutional capacity, service processes and technological platforms to deliver on the NDP through a social contract with the people;*
- *an ethical state driven by the constitutional values and principles of public administration and the rule of law focused on the progressive realisation of socio- economic rights and social justice as outlined in the Bill of Rights;*
- *a developmental state that meets the people's needs through interventionist, developmental, participatory public administration;*
- *building an autonomous developmental state driven by the public interest and not individual or sectional interests, embedded in South African society leading an active citizenry through partnerships with all sectors of society.*

The Minister has approved a MACRO organizational structure which is fully aligned to the Department's mandate as derived from the Constitution, the Public Service Act and Public Administration Management Act. This structure will be capacitated over the Medium Term Strategic Framework (MTSF) based on the available financial resources.

Given the ongoing challenges with respect to the compliance to the DPSA issued prescripts; the department will, during the MTSF period, conduct a full review of our policies, determinations and directives. The department will also strengthen its service delivery model to ensure that it offers its services and support to the national and provincial departments in a timely and impactful manner.

In 2020 the Department will, together with Organized Labour, be engaged in negotiations for salary adjustment of Public Servants within the scope of the Public Service Co-ordinating Bargaining Council (PSCBC) which includes a number of sectors across government.

These negotiations will be taking place in a period post the impact of COVID-19 and the downgrade of the economy, where government's fiscus remains highly constrained.

As a result of a slow growing economy, increased government debt and reduced numbers of South African contributing to the tax revenues due to increasing unemployment numbers as well job shedding. The department is therefore committed to ensuring that a healthy balance is struck between the needs of public servants for decent and equitable wages and the need to ensure that we maintain a cost effective public administration that is sustainable into the future.

Together as the DPSA team, we stand committed in our resolve and unwavering dedication to the attainment of an efficient Public Administration apparatus that is alive to the changing needs of the state and is able to respond with agility and necessary speed.



MS. YOLISWA MAKHASI
ACCOUNTING OFFICER
DEPARTMENT OF PUBLIC SERVICE AND
ADMINISTRATION


OFFICIAL SIGN-OFF

It is hereby certified that this Strategic Plan:

- *was developed by the management of the DPSA under the guidance of Mr. Senzo Mchunu, Minister for the Public Service and Administration;*
- *takes into account all the relevant policies, legislation and other mandates for which the DPSA is responsible; and*
- *accurately reflects the impact and outcomes which the DPSA will endeavour to achieve over the 2020 – 2025 period.*



Ms. Linda Dlodla
Deputy Director-General: Administration
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Mr. Geeva Pillay
Acting Deputy Director-General:
Public Service Employment and
Conditions of Services



Mr. Willie Vukela
Deputy Director-General:
Service Delivery Support



Mr. Masilo Makhura
Chief Financial Officer



MS. YOLISWA MAKHASI
ACCOUNTING OFFICER



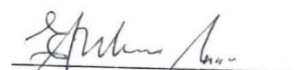
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MR. SENZO MCHUNU, MP
EXECUTIVE AUTHORITY

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PART A: OUR MANDATE

1. CONSTITUTIONAL MANDATE

According to Chapter 10 (Section 195 [1]) of the Constitution of the Republic of South Africa, public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:

1. A high standard of professional ethics must be promoted and maintained;
2. Efficient, economic and effective use of resources must be promoted;
3. Public administration must be development – oriented;
4. Services must be provided impartially, fairly, equitably and without bias;
5. People’s needs must be responded to, and the public must be encouraged to participate in policy making;
6. Public administration must be accountable;
7. Transparency must be fostered by providing the public with timely, accessible and accurate information;
8. Good human resources management and career-development practices, to examine human potential, must be cultivated; and
9. Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

2. LEGISLATIVE AND POLICY MANDATES

The Department of Public Service and Administration draws its mandate from Section 197 (1) and (2) of the Constitution, which provides that within public administration there is a Public Service for the Republic, which must function, and be structured, in terms of national legislation, and which must loyally execute the lawful policies of the government of the day. The terms and conditions of employment in the Public Service must be regulated by national legislation. Employees are entitled to a fair pension as regulated by national legislation.

In terms of the Public Service Act of 1994, as amended, the Minister for the Public Service and Administration is responsible for establishing norms and standards relating to;

1. The functions of the Public Service;
2. The organisational structures and establishments of departments and other organisational and governance arrangements in the Public Service;
3. The conditions of service and other employment practices for employees;
4. Labour relations in the Public Service;
5. Health and wellness of employees;
6. Information management in the Public Service;
7. Electronic government;
8. Integrity, ethics, conduct and anti-corruption in the Public Service; and
9. Transformation, reform, innovation and any other matter to improve the effectiveness and efficiency of the Public Service and its service delivery to the public.

According to Section 3 (5) of the Public Service Act, the Minister may, subject to the Labour Relations Act and any collective agreement, make determinations regarding the conditions of service of employees generally or categories of employees, including determinations regarding salary scales and allowances for particular categories of employees. In terms of Section 5 (6), all collective agreements concluded at the Public Service Coordinating Bargaining Council (PSCBC) are deemed to be determinations made by the Minister in terms of Section 3 (5) of the Public Service Act and the Minister is empowered further to issue directives to elucidate or supplement such determination.

The Public Administration Management Act was signed into law by the President of the Republic of South Africa in December 2014. To ensure the proper implementation of the Act; Regulations are being developed in a phased manner over the Medium Term Strategic Framework period.

The Public Service Regulations, 2016 necessitates change in the approach and implementation of the amended Regulations for human resource management and development.

With effect from 1 April 2019, through a Proclamation issued by the President, 13 sections (sections 1 - 4, 8, 10, 13 - 18 and 20), of the Public Administration Management Act, 2014 came into operation. When sections 15 and 17 of the Public Administration Management Act became operational, the Public Administration, Ethics, Integrity and Disciplinary Technical Assistance Unit and the Office of Standards and Compliance were established.

3. INSTITUTIONAL POLICIES AND STRATEGIES OVER THE FIVE YEAR PLANNING PERIOD

3.1 Public Administration Management Act

The Public Administration Management Act, which seeks to provide a uniform legal framework across the three spheres of government for bringing some degree of commonality of purpose in key public administration areas, was signed into law by the President of the Republic of South Africa in December 2014. The Act aims to:

- promote and give effect to the values and principles in Section 195 (1) of the Constitution;
- provide for the transfer and secondment of employees;
- promote a high standard of professional ethics in the public administration;
- promote the use of information and communication technologies in the public administration;
- promote efficient service delivery in the public administration;
- facilitate the eradication and prevention of unethical practices in the public administration; and
- provide for the setting of minimum norms and standards to give effect to the values and principles of section 195 (1) of the Constitution.

To ensure the proper implementation of the Act, regulations are being developed in a phased manner over the Medium Term Strategic Framework period.

3.2 Single Public Administration

The Constitution of the Republic of South Africa establishes South Africa as one sovereign democratic state with a government constituted as national, provincial and local spheres of government that are distinctive, interdependent and interrelated (Section 40 (1)). The three spheres of government are obliged to cooperate within 'one democratic state' with one another in mutual trust and good faith by adhering to chapter three principles as set out in the Constitution.

Section 195 (1) of the Constitution further stipulates the basic values and principles governing public administration, which apply in every sphere of government, organs of state and public enterprises. Section 195 (5) and (6) permits legislation regulating public administration to differentiate between sectors, administrations and institutions by taking account of their nature and functions.

The Public Service is, according to Section 197 (1) and (2) of the Constitution, found within the public administration and must function, and be structured, in terms of national legislation. The terms and conditions of employment in the public service must be regulated by national legislation.

It is acknowledged that after 25 years of democratic rule, legislative reform is necessary to ensure greater clarity, certainty and predictability on the minimum norms and standards that should pertain within public administration. However, it should not be seen as the only solution to a strengthened joined-up public administration.

The three spheres of government are required to provide effective, transparent, accountable and coherent government for the country. This requires that the spheres respect each other's powers and functions, while striving to work together in a meaningful way to maximise service delivery impact for the citizens. To give effect to the various sections in the Constitution and to give effect to the aspirations of the people for a better life, an optimally configured and functioning public administration machinery of government is seen as a key mechanism.

However, deficiencies in the functioning of the public administration have been detected and need to be addressed within the parameters that the Constitution allows for. Structurally, government does not present itself as a single face for public administration, but as a myriad of national, provincial, municipal and public entities, each with a separate identity, each operating in its own silo. Consequently, there are governance and operational challenges that emanate from this state of affairs.

The challenges include amongst others, the lack of integration and coordination, dissimilar experience of government services, as well as different conditions of service between the public service and local government, as well as public entities. The challenge of coordination between the different spheres of government tends to hinder service delivery initiatives and human resource planning that requires greater levels of co-operation across government within a framework.

Ongoing implementation of efforts to improve the performance of the public service, municipalities, public entities and the development of an interventions framework for government, modernising of public administration through the strengthening of government monitoring and evaluation and other systems, systematising human resource and organisational development, Batho Pele initiatives, etc are all critical elements of ongoing reforms within public administration to ensure that the government machinery can ultimately contribute to the promise of a better life for all within the Republic of South Africa.

3.3 White Paper on the Rights of Persons with Disabilities

Pillar 1 of the White Paper on the Rights of Persons with Disabilities refers to removing barriers to access and participation. In line with this Framework, the Department always ensures accessibility of the building by persons with disabilities, such as the provision of ablution facilities and lifts for persons with disabilities. The Department also provides reasonable accommodation and assistive devices to persons with disabilities such as the provision of back support chairs to employees with back problems.

3.4 Framework on Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing

This Framework requires institutions to reserve specific budget for gender matters, in particular for women empowerment. The DPSA through the Gender Equality Strategic Framework Implementation Plan that is being developed annually sets aside budget for the implementation of the gender programme within the department.

3.5 National Youth Policy

The National Youth Policy discourages systematic racism within societies, however, it encourages institutions to embark on campaigns on raising awareness and changing attitudes and behavior in relation to racist and xenophobic attitudes. The Department has established the Youth Forum which is responsible for the development of the annual plans for youth development. Conversations on racism and xenophobia has been the subject of debates in the workshops held in the Department.

3.6 Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)

South Africa is party to CEDAW and ratified the Convention on 15 December 1995. Part I (Article 1 – 6) of the Convention focuses on non-discrimination, sex stereotypes, and sex trafficking. The Department is abiding itself to this Framework as no employee is being discriminated against on the basis of gender. Part II (Articles 7-9) outlines women's rights in the public sphere with an emphasis on political life, representation, and rights to nationality. The Department always ensures the protection of the rights of women at the workplace, for example, in March 2019, the Lawyers for Human Rights were invited to facilitate discussions on the protection of the rights of women.

4. RELEVANT COURT RULINGS

NO	CASE	SUMMARY
1.	Labour Appeal Court Judgment in the matter between the <i>MPSA and MEC, Public, Works, Roads and Transport and PSA OBO Makwela and 3 Others</i> – Case no JA4/2017	<ul style="list-style-type: none"> The question to be decided was whether the failure to join the MPSA to a dispute regarding the implementation of the Engineering Occupational Specific Dispensation to an employee constituted a non-joinder of the Minister The Labour Appeal Court held that the Minister for the Public Service and Administration does not have to be joined or be party to a dispute between an employee and his or her employing department relating to the application or implementation of a collective agreement, which is deemed to a Ministerial Determination in terms of Section 5(6) of the Public Service Act, 1994, as these are decisions of the relevant Executive Authority
2.	Constitutional Court Case in the matter between <i>Public Service Association obo Olufunmilayi Itunu Ubogu and Head of the Department of Health and 4 Other</i> - Case CCT 6/17 and 14/17	<ul style="list-style-type: none"> The case related to the constitutionality of Section 38(2)(b)(ii) of the Public Service Act, 1994 The Constitutional Court declared Section 38(2)(b)(ii) of the Public Service Act unconstitutional as it permitted the State, as employer, to unilaterally make deductions in respect of overpayments of salary from the employee's salary without his/her consent and without following a process

PART B: OUR STRATEGIC FOCUS

5. VISION

A professional, productive and responsive Public Service and administration.

6. MISSION

1. Establish norms and standards to ensure that the Public Service functions optimally and that such norms and standards are adhered to;
2. Implement interventions to maintain a compliant and functioning Public Service;
3. Promote an ethical Public Service through programmes, systems, frameworks and structures that detect, prevent and combat corruption; and
4. Contribute towards improved public administration in Africa and internationally through dialogue and sharing of best practices.

7. VALUES



We belong



We care



We serve

8. SITUATIONAL ANALYSIS

The National Development Plan has been translated into the Medium Term Strategic Framework and articulates the priorities which the Department is expected to deliver on during the medium to long term period. One of the main responsibilities of the Department is to develop policies that will support the building of an efficient, effective and development oriented Public Service.

The DPSA is a policy making department that does not offer services directly to citizens but provides the enabling environment to ensure that the departments that deliver services are properly capacitated to do so.

In this regard, the main beneficiaries of the Department's services are national and provincial departments, and will now be extended to include local government in line with the Minister for the Public Service and Administration mandate as defined in the Public Administration Management Act (PAMA), 2014.

8.1 EXTERNAL ENVIRONMENT ANALYSIS

- **Public Administration Policy**

In terms of Section 18 (2) of the PAMA, the Minister for the Public Service and Administration may make regulations insofar as they apply to the municipalities in consultation with the Minister responsible for local government, being the Minister of Co-operative Governance and Traditional Affairs, the Minister responsible for Finance and organised local government being the South African Local Government Association.

To this end, the DPSA has developed the Public Administration Management Regulations on Conducting Business with the State, the Disclosure of Financial Interests and the Ethics, Integrity and Discipline Technical Assistance Unit as well as the Office of Standards and Compliance Regulations, in terms of Section 18 of the PAMA.

A research report on the Machinery of Government was completed and extracts were utilised towards the 2019 Macro-Configuration of Government based on legal public policy mandates from the Constitution.

The assessment of the Public Service Act norms and standards can only be done thoroughly once relevant policy area norms and standards have been reviewed and completed in terms of the revised Public Service Regulations, 2016.

Currently, there is insufficient data and information on the implementation of most administrative policy areas of the Public Service Act norms and standards, as historically standards were not structurally developed based on any critical success factors of capacity and capability across the public service, and which are therefore mainly not measurable. It would also require an e-enabled system for self-diagnostics and compliance audits through the measurement instruments of the Office of Standards and Compliance. The Organisational Functionality Assessment Tool is being consolidated to measure institutional governance, as well as organizational administration.

There is currently a lack of capacity and capability in departments to apply the Organisational Functionality Assessment tool as meta data and information is required to support the introduction of Organisational Functionality Index. Departments will have to be capacitated to apply the tool and utilise an automated reporting system. There is generally a lack of basic statistical analysis skills to leverage on evaluation reports which should be generated from the Organisational Functionality Index.

Data analytics is one of the key services that the Department needs to provide for analysing Public Service data, which resulted from the Knowledge Management Readiness Assessment done. The findings of this exercise culminated in a draft Data Management Statutory and Regulatory Framework, as well as a draft Records Management Policy Framework, as part of a Document Management system to support data management. Once these have been institutionalised, capacity and functionality audits will be feasible.

Consultations with internal and external stakeholders on the draft White Paper on the Transformation and Modernisation of the public administration will continue which will inform the drafting of the Single Public Administration Bill and other legislative provisions to enhance principles of a Single Public Administration.

- **Public Service Employment and Conditions of Service**

It is common cause that the state as the employer is going through difficult financial times and as a caring government, departments have to function within the available resources. Failure to exercise financial prudence will result in government borrowing money from the external institutions to finance government work. We must be cautious of borrowing to pay salaries at the expense of delivery.

Outlining the fiscal outlook during his 2019 Budget Speech, Finance Minister Tito Mboweni indicated that in 2018/19 tax revenue would be R1.3 trillion and that spending would be about R1.5 trillion, leaving government with a budget deficit of R215 billion, or 4.3% of the gross domestic product.

It is therefore crucial that government implement measures to assist with the growing budget deficit. The Department is exploring a balanced approach towards the discourse between government and organised labour on the wage bill. Key to such is a review and adoption of a different more effective approach in engaging with organised labour. Central to managing the wage bill is an acknowledgement that the cost of running the Public Service has overtaken affordability. As such the Department is dealing with the matter in terms of specific focus on the cost of running the public administration in terms of an all-inclusive approach encompassing the size and shape of the Public Service, the fragmentation of the wage setting arrangements and leakages and wastage.

Various options within the existing legal framework are being explored to maintain stability and to bring about future efficiencies and productivity gains in all areas within the Public Service. These options include the development and implementation of the Uniform Job Grading System for the Public Service and the development and implementation of a Remuneration Policy for the Public Sector.

There should also be enhancement and improvement of the Integrated Financial Management System, this will ensure reliable human resource data. The last Personnel Expenditure Review was conducted in 2011. In terms of the Incentive Policy Framework, the Personnel Expenditure Review should be developed every 5 years.

An integrated solution, with participation from public and private sector stakeholders is urgently required in order to address the challenge of lack of affordable houses. Aggregation of housing demand has the potential to yield enormous socio-economic benefits for all employees. There is also an opportunity to negotiate lower interest rates for employees when they obtain housing finance.

Early Retirement in the Public Service should be decentralized as depicted in the Public Service Act. This will ensure pertinent challenges arising from the applications are addressed by individual departments with understanding of the situations of staff. This will enhance compliance and performance at the local level.

With respect to discipline management; DPSA has noticed a high usage of legal representatives which is contrary to the Disciplinary Code and Procedure. Even though there has been an improvement on the average number of days taken to resolve disciplinary cases, departments are still delaying with the finalisation of disciplinary cases within 90 days and have suspensions that are longer than 60 days without holding disciplinary hearings. Such delays are in contradiction of the disciplinary code which is costly to the government coffers.

To date there has been an improvement in the average time taken to finalise disciplinary cases from an average of 177.81 days in 2017/18 to 146.97 days in the 2018/2019 financial year. However, this can still be improved upon.

Discipline must be prioritised at management level and should be part of the expected performance of management where necessary the provisions of Section 16 A of the Public Service Act as amended, shall be invoked to those departments that are not complying.

Further, there is a need to review the disciplinary code and procedure to make provision for an expeditious disciplinary process.

- **Public Service Information, Communication and Technology (ICT)**

The Public Service continues to rely on brick and mortar as the main channel or mechanism (service delivery points) through which the citizens can access public services. Furthermore, these service delivery centres operate within specified times of the day, referred to as office hours. The two issues introduce a huge limitation or hindrance on how the citizens' access and experience public services as they often have to travel long distances to where these service delivery points are located. Importantly, they must do so within certain time limits or operating hours. It is important to further highlight that public services are requested and delivered through dis-integrated manual processes that are largely paper based, which does not allow government to have an integrated view of which citizens accessed which public services at which service delivery point.

Such dis-integration is further mirrored by internal operations of the Public Service which are also largely manual and not streamlined. The collective effect of the above situation is poor and ineffective service delivery by the Public Service leading to dissatisfied citizens. In this regard there is a need to ensure that both systems thinking and design thinking is centralised in the design and provision of public services. Such measures would greatly improve citizens' experiences when interacting with government but also ensure the promotion of joined up government for improved, quality and timely service delivery.

The President of the Republic has appointed the Commission on the Fourth Industrial Revolution (4IR) to ensure that the country is ready for the current digital era. The Commission is charged with coming up with a strategy that would ensure that the country benefits from the innovation and developments of the 4IR era while addressing the associated challenges.

With global trends clearly indicating that the public administration is mostly affected by 4IR trends owing to the old and often outdated ways of thinking, work and policies, the Department will be leading digital transformation of the Public Service. Some of the key interventions in this regard will include developing the required prescripts to enable and support the digital transformation of the public administration. This will ensure that government is a key economic enabler and player positively benefits from the digital economy.

At present the DPSA's ability to influence and direct the use of Information and Communication Technology (ICT) in improving service delivery is proportional to the maturity of governing ICT in the country. Currently, there are other departments with a role in ICT in government in some instances the roles and mandates of these departments are blurred and overlap despite the existence of relevant laws and regulatory regimes that separate and clarify such roles and mandates.

Going forward, there is a need to reconfirm the country's current ICT governance arrangements as guided by existing laws and regulations. For instance, the DPSA, with the assistance of National Treasury, must facilitate the centralisation of acquiring common ICT goods and services across the Public Service. The provinces, particularly Offices of the Premier, have an important role to play in this regard. In the event the existing governance arrangement are seen as outdated owing to digital transformation and other trends, such will then have to be amended accordingly.

- **Service Delivery Improvement**

Although it is evident that access to government services has improved for many people in South Africa since 1994, a number of evaluation reports and studies on government service delivery indicate that, despite the existence of an enabling environment through regulatory frameworks and support mechanisms, some government services such as sanitation, water, electricity and housing are still not equally accessible to all South Africans (especially in rural areas) and delivery is not offered at the desired level.

The persistent challenges that affect the service delivery value chain include, amongst others, poor and uncoordinated planning, spending of budgets allocated for delivery of services, lack of service standards, lack of technical skills, insufficient resources as well as lack of efficient and effective management of operations and frontline staff's adherence to the provision of services in line with the Batho Pele principles.

Compliance on the submission and implementation of Service Delivery Improvement Plans (SDIPs) still remains a challenge. During the 2009/12 Medium Term Expenditure Framework cycle average rate of compliance by both national and provincial departments was 72%, 85% during the 2012/15 Medium Term Expenditure Framework cycle, 91% during the 2015/18 cycle and 77% compliance as of 30 September 2019 for the 2018/21 cycle. Progress reports on the implementation of SDIPs over the past two cycles, 2012/15 and 2015/18 have remained a challenge. Means to ensure that implementation takes place have been dealt with through the integration of the SDIPs into the Strategic Planning and Annual Performance Planning Framework, in this regard the DPSA will be issuing a revised Directive Service Delivery Improvement Planning.

To ensure ongoing improvements in the whole service delivery value chain; executive management in departments need to continuously analyse how poor performing services can be improved through business process management, costing of services, and the key resources needed to deliver the services. In addition, the quality of service and continuous improvement thereof has to be done periodically.

Improvement in service delivery also requires adherence to the Batho Pele policy and the Public Service Charter, and strict monitoring thereof. To address the above-mentioned gaps and weaknesses the DPSA will, over the Medium Term Expenditure Framework period, institutionalise a number of integrated interventions which will include, amongst others, the strengthening of the implementation of the Operations Management Framework, and Service Delivery Improvement Plans as well as a revised Programme to strengthen the implementation of the Batho Pele Programme.

In line with Cabinet decisions; the DPSA will also during this MTSF, transfer the Community Development Workers and Thusong Service Centres Programme coordination and implementation functions to the Department of Co-operative Governance and Traditional Affairs (COGTA). The DPSA will retain the policy development function as delegated to the Minister for Public Service and Administration.

8.2 INTERNAL ENVIRONMENT ANALYSIS

The Department of Public Service and Administration (DPSA) is organised as follows; implemented by the following programmes/branches:

1. Programme 1: Administration
2. Programme 2: Policy Development, Research and Analysis
3. Programme 3: Public Service Employment and Conditions of Service
4. Programme 4: Government Chief Information Officer
5. Programme 5: Service Delivery Support
6. Programme 6: Governance of Public Administration.

In 2019, the Department undertook an organisational review process which sought to ensure the full alignment of the structure to the mandate of the Department in line with the Constitution, Public Service Act and the Public Administration Management Act. In this regard the revised organisational structure, which was approved by the Minister in December 2019, has introduced new functions and re-aligned functions to remove duplications and functional splits. The revised structure will be implemented from the 1st of April 2020 and will be resourced incrementally over the MTEF in line with the available compensation budget.

In an attempt to obtain a Broad-Based Black Economic Empowerment (B-BBEE) Status Level Contributor Certificate, the Department is in the process of compiling and consolidating information for the 2019/20 financial year. In November 2019, the B-BBEE Commission provided guidance and assisted the Department with this process. Guidance was provided in areas such as Management Control, Skills Development, Enterprise and Supplier Development and Socio Economic Development. The challenge identified is that government's transversal systems do not cater for the recording and reporting of the required information which makes it a cumbersome task. The Department will be appointing a B-BBEE verification agent to review and assess the support documentation provided and guide on future requirements should there be a need and/or provide the Department with the B-BBEE Status Level Contributor Certificate.

The DPSA has succeeded in meeting the government's 2% target for the appointment of persons with disabilities as at 31 December 2019, the DPSA has reached 3.78% on the appointment of persons with disabilities. To maintain and even improve on this target the Department will work closely with institutions responsible for persons with disabilities such as the Disabled People South Africa for recruitment of persons within the framework of the prescribed recruitment processes. With respect to the 50% target of women appointed in Senior Management posts, the department has to date achieved 48%. The Department has appointed the Gender and Youth Focal Point that is responsible for matters relating women and young people as part of its Transformation Programme that provides services on Employee Health and Wellness and implements programmes and interventions on Gender, Youth and Disability management.

PART C: MEASURING OUR PERFORMANCE

9. INSTITUTIONAL PERFORMANCE INFORMATION

9.1 IMPACT STATEMENT

IMPACT STATEMENT	Public value and trust by having an active citizenry and partnerships in society
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9.2 MEASURING OUR OUTCOMES

MTSF PRIORITY 1: BUILDING A CAPABLE, ETHICAL AND DEVELOPMENTAL STATE			
OUTCOME	OUTCOME INDICATOR	BASELINE	FIVE YEAR TARGET
Improved implementation of Batho Pele	Level of compliance by departments to the Batho Pele standards monitored	Report on the implementation of the Batho Pele standards by all national and provincial departments submitted to the Director-General	Compliance by national and provincial departments on the implementation of the Batho Pele standards reported
Complete implementation of the Public Administration Management Act	Number of regulations for the prescribed sections of the Public Administration Management Act	New	Implementation of all the prescribed sections of the Public Administration Management Act
A stabilised Public Service	The capacity and capability of departments measured	Organisational Functionality Assessment and Productivity Measurement Tool	Organisational Functionality Assessment for all departments reported
Fight against corruption intensified	Number of lifestyle audits conducted	New	Lifestyle audits conducted on selected categories of employees in the Public Service
Improved implementation of administrative policies	Percentage of compliance with the regulatory prescripts	New	100% compliance with the regulatory prescripts

9.3 EXPLANATION OF PLANNED PERFORMANCE OVER THE FIVE YEAR PLANNING PERIOD

- **Improved Implementation of Batho Pele Principles**

During the State of the Nation Address, the President emphasized on the need for a wider process of restructuring our model of service delivery so it best serves our citizens. As the DPSA, it is therefore important that we implement the Batho Pele programmes and improve the effectiveness of service delivery systems and processes and furthermore offer implementing support programmes for departments.

Adherence to the Batho Pele principles entails putting people first in the delivery of public services, which imply holistic implementation of the 8 Batho Pele principles. As such, over the medium term, the Department will focus on monitoring the quality of public services and increasing its responsiveness to concerns and views raised by citizens. Such monitoring will include a detailed analysis of the extent to which departments promote and implement the Batho Pele Standards, which entails thorough evaluation of evidence of whether departments first consulted and agreed with the citizens in developing standards per each of the Batho Pele principles.

Government seeks to escalate the implementation of Batho Pele through the development of uniform standards through which the public will hold government accountable. Such Batho Pele standards should in future be audited by the DPSA and its partners to ensure that there is measurable progress. Site verifications will be conducted through announced and unannounced site visits to monitor the compliance with Batho Pele standards. Integrated planning, support and reporting within the branch are critical towards the strengthened institutionalisation and implementation of Batho Pele.

In addition to identifying shortcomings in service delivery and its root causes, public servants should be skilled to effectively deal with these issues by influencing the service delivery value chain. Training programmes such as Project Khaedu are designed to specifically equip public servants with the theoretical knowledge and practical skill to diagnose and address deep rooted service delivery challenges. The role of public servants therefore needs to broaden to include a nuanced understanding of the needs of citizens and to what extent these needs are met by

their respective departments. Public servants should furthermore react to service delivery shortcomings by conducting root cause analysis and influencing the service delivery system to address these. If this is achieved, the public servant becomes a dynamic conduit which connects citizens to the required services, whilst actively addressing blockages to effective service delivery as and when they occur.

All key stakeholders re-committed themselves to the implementation of the Public Service Charter in partnership with the Public Service Co-ordinating Bargaining Council during the 2019 Public Service Month in this regard, a directive will be issued during 2020 to ensure improved implementation of the Public Service Charter in compliance with the Public Service Charter.

- **Full Implementation of the Public Administration Management Act**

With effect from 1 April 2019, through a proclamation issued by the President, 13 sections of the Public Administration Management Act were brought into operation. When sections 15 and 17 of the Public Administration Management Act became operational, the Public Administration, Ethics, Integrity and Disciplinary Technical Assistance Unit (TAU) and the Office of Standards and Compliance (OSC) were established. If PAMA is implemented through the establishment of the OSC and TAU, this will enhance accountability in the Public Service.

The PAMA proclamation brought the Office of Standards and Compliance into operation as of 1 April 2019. Phase one of the operationalisation of the Office of Standards and Compliance will focus on the Public Service whilst the Department of Co-operative Governance and Traditional Affairs will in a parallel manner focus on municipalities in the design of similar measurement instruments. Effectively this means that all the necessary instruments for the running of the Office need to be finalised and synchronised. This includes tools for the measurement of efficiency and effectiveness; capacity and capability through functionality; the evaluation of the appropriateness of norms and standards by classifying all administrative norms and designing the appropriate standards through expert standards setting structures; the monitoring thereof and the enforcement for compliance. The draft regulations will provide the powers, functions, roles and responsibilities of all appointed staff. It is envisaged that the Office of Standards and Compliance will play both a developmental, as well as an enforcement role through the issuing of

Development Response Plans before Compliance Orders as an early warning system. The inspection function will be strengthened to focus on non-compliant institutions.

The DPSA is developing a Service Delivery Model in line with the launched District Model for the Public Service and a framework for departmental service delivery modes. The Service Delivery Model will serve as a guideline for service delivery provision within the context of a developmental paradigm and provides a value chain for modes of implementation. This will enable government to work in an integrated manner and achieve its developmental goals. A roadmap has been developed on the institutionalisation and implementation of the Service Delivery Model, which sets out clear indicators and timeframes.

The Organisational Functionality Assessment Tool is being consolidated to measure institutional governance as well as organisational administration. Once the Productivity Measurement Tool is institutionalised, it will assist in identifying blockages to organisational efficiency and effectiveness in relation to service delivery and can function as an early-warning instrument that can detect any possible breakdown in the delivery of quality public services.

Consultations with internal and external stakeholders on the draft White Paper on the Transformation and Modernisation of the public administration will continue which will inform the drafting of the Single Public Administration Bill and other legislative provisions to enhance principles of a Single Public Administration.

- **A Stabilised Public Service**

Public Service stability, as defined in the social vision of the National Development Plan, is dependent on the efficiency, effectiveness, and functionality of Public Service organizations. Social accountability and measuring efficacy of policy outcomes, is the cornerstone to governance reporting to citizens. In contributing towards a stabilised Public Service the

To contribute to the attainment of a stable and efficient Public Service; the DPSA, will over the MTSF, be implementing a number of policy and programmatic inventions which include the Productivity Measurement and Organisational

Functionality Assessment Tools which measures which use indices for institutional governance as well as organisational administration and will identify organisational ability through the capacity and capability constraints which impact on the competence to deliver. This will support developmental, as well as intervention initiatives.

Once the Tools are institutionalised in national and provincial departments, they will assist in identifying blockages to organisational efficiency and effectiveness in relation to service delivery and can function as an early-warning instrument that can detect any possible breakdown in the delivery of public services support the implementation of the required developmental, as well as intervention initiatives.

During the Minister's 2019 Budget Vote, the Minister re-iterated that *"we intend promoting good relations with public sector unions because we see them as strategic partners in achieving objectives of the Public Service. The perception of the public around instability in the form of strikes is that government and unions are failing to manage their differences as employer and employees"*.

Over the years, the DPSA has, together with labour, managed to conclude collective agreements that have improved the conditions of service and salaries of public servants which amongst others include:

- the revised salary structure for employees on salary levels 1 – 12 not covered by an Occupational Specific Dispensation;
- the review of the Government Employees Medical Scheme;
- establishment of the Advisory Body for the Government Employees Housing Scheme; and
- the agreement on salary adjustments and improvements on conditions of service in the Public Service for the periods 2018/19, 2019/20 and 2020/21 and more recently in 2019, expeditiously concluded negotiations on the 2019 Framework Agreement on the Reconfiguration of Government Departments. This agreement will allow the DPSA to conclude the process by March 2020.

Over the MTSF the Department will continue to monitor and tracking the implementation of the resolutions in order to be able to resolve implementation issues before they materialise into disputes. Further, in order to have constructive

conversations based on our current problems, government and labour will need to institutionalise social dialogue as it is out of the quality of our collective interactions that we will emerge with a sustainable Social Compact that reflects our common understanding on how to distribute the available resources in order to achieve social justice. Such a compact will also be directly responding to the President's priority on Consolidating the Social Wage through reliable and quality basic services; a capable, ethical and developmental state; a better Africa and the world and education; skills and health.

The DPSA must ensure that the negotiations are underpinned by a functional sustainable working relationship, sustained by processes that bring certainty and accommodates the needs of all parties. Importantly, the Department must focus on understanding the needs, risks and benefits before proposing solutions.

In building the social compact and enriching social dialogue the Department must develop an integrated approach that is cohesive, coherent and focusing on, among others:

- Relationship building;
- Process building and commitment;
- Facilitated negotiations;
- Continuous capacity building;
- Monitoring, evaluation, reflection and improvement; and
- Compliance and enforcement.

In the Public Service Co-ordinating Bargaining Council Resolution 2 of 2009, the Department noted that there is a need to develop and/or strengthen a bargaining approach that will underline the importance of the characteristics of a developmental state.

The 6th administration will be an opportune time to engage on how as parties we collectively realise a capable, ethical and developmental state. Key aspects underpinning such include the amplification of institutionalising the Public Service Charter to demonstrate Batho Pele in action in the Public Service, promoting ethics and anti-corruption as part of stabilising the Public Service.

The Minister has to date addressed both the Public Service Co-ordinating Bargaining Council and the General Public Service Sector Bargaining Council as part of his commitment to provide leadership and oversight to these councils. Furthermore, the Minister has also had the first Executive Dialogue which was the beginning of creating a solid platform for further substantive engagements on strategic issues as envisaged to promote good relations with public sector unions.

- **Fight against Corruption Intensified**

Corruption impedes service delivery, compromises development and undermines public confidence in the state. To strengthen the fight against corruption it is necessary to focus on limiting the scope for conflicts of interest.

The DPSA has to date implemented a number of policy initiatives to limit conflict of interest among Public Service employees include: prohibiting Public Service employees from conducting business with the state, conducting lifestyle audits on selected categories of employees and monitoring implementation of the Financial Disclosure Framework by designated employees. The Financial Disclosure Framework has been extended to other categories of employees in the Public Service which includes officials working in the finance and supply chain environments. During the MTSF the Minister will designate further categories of employees to disclose their financial interests with the ultimate aim of applying this policy to all employees in the Public Service.

In addressing conflicts of interest, prohibiting public service employees from conducting business with the state and by expanding the categories of employees to disclose their financial interests, the DPSA is giving heed to priority 5 under the MTSF, namely to fight corruption and to promote integrity. This also relates to the mandate of the DPSA to establish norms and standards on ethics, integrity and discipline management as well as to provide institutional support. The Public Administration, Ethics, Integrity and Disciplinary Technical Assistance Unit was established especially for this purpose.

Heads of Department are required to take disciplinary action against employees who do not comply with the determinations and directives issued by the Minister for the Public Service and Administration in this regard. Employees who continue to conduct

business with the state should not only face disciplinary action in their departments but should also be reported to the South African Police Service to face criminal prosecution. Sanctions include imprisonment, fine and termination of service in the Public Service or a combination of these sanctions.

It is foreseen that by addressing Public Service employees conducting business with the state under Outcome 1: the fight against corruption will be intensified and corruption in general will subside in the Public Service. Further if employees are stringently monitored for conducting business with the state (by amongst others, using their offices and influence to obtain tenders) and an unethical lifestyle (including the receiving of bribes), corrupt officials will either leave the Public Service or change their ways. This fight is aimed at identifying those Public Service employees who are conducting business with the state, thereby abusing their office to conclude contracts with the state and so-doing robbing unemployed persons from opportunities, but also focusing on their own interest and not that of the state. This activity is seen as double dipping and it re-focuses the attention of culprits on serving their own interests and not to deliver a service. During the MTSF the department will also be developing a Guideline for conducting lifestyle audits within the Public Service so that corrupt activities can be identified and addressed.

By addressing conflicts of interest under Outcome 2: Manage Conflicts of interest identified and managed, a positive culture change will be introduced. By focusing on monitoring the Financial Disclosure Framework by designated employees, conflicts of interests such as receiving of bribes as gifts and the performing other remunerative work are identified. Management processes can also be established (such as gift registers and procedures to apply for other remunerative work) so that shortcomings in the system can be addressed. The Financial Disclosures Framework addresses all conflicts of interest. These interventions are aimed at sending a strong signal that government employees are expected to abide to Section 195 of the Constitution.

The Public Administration Ethics, Integrity and Disciplinary Technical Assistance Unit has been established to provide technical assistance and support institutions in all spheres of government regarding the management of ethics, integrity and disciplinary matters relating to misconduct in the public administration. The unit will also develop norms and standards on ethics, integrity, conduct and discipline management in the public administration. The Unit may also intervene where

systemic weaknesses are identified.

- **Improved Implementation of Public Administration Policies**

As the Department responsible for the optimal and effective functioning of the state machinery, a coordinated integrated strategy to tackle the critical challenges related to policy compliance by departments will be undertaken. This strategy will also include a more proactive and systematic approach to supporting and assisting departments in correctly interpreting and implementing all DPSA issued prescripts. Section 16(A) will also be invoked where non-compliance is identified as a means to compel Executive Authorities and Heads of Department to address non-compliance speedily and decisively.

10. KEY RISKS

OUTCOME	KEY RISK	RISK MITIGATION
<i>Improved implementation of Batho Pele</i>	Inadequate implementation of the Batho Pele programme	Reporting on the implementation plan of the Batho Pele programme
<i>Complete implementation of the Public Administration Management Act</i>	Collaboration with the Department of Co-operative Governance and Traditional Affairs	Full operationalisation of the Office of Standards and Compliance and the Public Administration, Ethics, Integrity and Disciplinary Technical Assistance Unit
<i>A stabilised Public Service</i>	Systems and data collection still remain a risk for the successful implementation of the Organisational Functionality Assessment	Collaboration with Statistics South Africa and National Treasury have begun to reconcile reporting protocols for all administrative related performance information
<i>Fight against corruption intensified</i>	Mandate creep with other agencies	Develop a framework for the public service as part of the PAMA Regulations on disclosure of financial interests. The PAMA Regulations should outline roles and responsibilities regarding conducting of the lifestyle audits
<i>Improved implementation of policies</i>	Non-compliance with certain regulatory prescripts	Reporting on the non-compliance with regulatory prescripts

11. PUBLIC ENTITIES

There are no Public Entities reporting to the Department of Public Service and Administration.

PART D: TECHNICAL INDICATOR DESCRIPTION

INDICATOR TITLE 1	Level of compliance by departments to the Batho Pele standards monitored
Definition	<p>This refers to a number of departments implementing Batho Pele standards over the total number of all departments in a particular Geographic area (South Africa)</p> <p>Batho Pele – A Sesotho Phrase meaning putting people first, referring to a new approach adopted by the Southern African Democratic Government in delivering services to the people.</p> <p>Standards are reasonable and measurable expectation from the side of the recipients and an honest commitment by the service provider, to meet or exceed that expectation per each of the 8 Batho Pele Principles</p>
Source of Data	<p>Information will be collected from all government spheres in all Provinces</p> <p>Visits to departments or service delivery sites will be conducted for both monitoring/assessment and capacity building workshops</p> <p>A monitoring/assessment tool will be used to collect data/information. This will be for both self-assessment and service delivery sites visits</p>
Method of Calculation or Assessment	<p>Number of departments developed and implementing Batho Pele Standards over the total number of departments, all divided by 100</p> <p>Improved satisfaction of customers/citizens and public confidence in the work of government due the implementation of Batho Pele Standards</p>
Assumptions	Departments will attempt to implement Batho Pele standards
Disaggregation of Beneficiaries (where applicable)	<p>Proper implementation of Batho Pele standards will improve access to the convenience of both women and youth</p> <p>Proper implementation of Batho Pele standards will improve access to the convenience of People with Disabilities</p>
Spatial Transformation (where applicable)	Not applicable
Desired Performance	All departments implementing the Batho Pele standards
Indicator Responsibility	Deputy Director-General: Service Delivery Support

INDICATOR TITLE 2	Number of regulations for the prescribed sections of the Public Administration Management Act
Definition	<p>In terms of Section 18 (2) of the PAMA, the Minister for the Public Service and Administration may make regulations insofar as they apply to the municipalities in consultation with the Minister responsible for local government, being the Minister of Co-operative Governance and Traditional Affairs, the Minister responsible for Finance and organised local government being the South African Local Government Association.</p> <p>To this end the DPSA has developed the Public Administration Management Regulations on Conducting Business with the State, the Disclosure of Financial Interests and the Ethics, Integrity and Discipline Technical Assistance Unit, 2019 (TAU) and Office of Standards and Compliance Regulations, 2019 in terms of section 18 of the PAMA</p>
Source of Data	Public service
Method of Calculation or Assessment	Determine baseline in departments
Assumptions	Implementation of PAMA
Disaggregation of Beneficiaries (where applicable)	Public Service
Spatial Transformation (where applicable)	Not applicable
Desired Performance	Fight against
Indicator Responsibility	Deputy Director-General: Policy Development, Research and Analysis

INDICATOR TITLE 3	The capacity and capability of departments measured
Definition	The Organisational Functionality Index and the Productivity Measurement Index developed
Source of Data	<ul style="list-style-type: none"> All departments who have to report against norms and standards Organisational Functionality Assessment Index Productivity Index
Method of Calculation or Assessment	<ul style="list-style-type: none"> Productivity Index (quantitative) Organisational Functionality Index (qualitative)
Assumptions	That all departments collect and collate Public Service Act data in one system in a desired format
Disaggregation of Beneficiaries (where applicable)	All reporting audiences how are external control points to receive reports on analysis of data and providing an administrative evaluation report
Spatial Transformation (where applicable)	Not applicable
Desired Performance	Organisational Functionality Assessment and Productivity Index measurement institutionalised
Indicator Responsibility	Head of Office of Standards and Compliance

INDICATOR TITLE 4	Number of lifestyle audits conducted
Definition	Conducting of lifestyle audits on selected categories of employees
Source of Data	<ul style="list-style-type: none"> • e-Disclosure system • Home Affairs • Criminal records • Credit searches
Method of Calculation or Assessment	<ul style="list-style-type: none"> • Qualitative • Report on the number and findings of the audits conducted
Assumptions	Conducting of the lifestyle audits will contribute towards fighting corruption in the public service.
Disaggregation of Beneficiaries (where applicable)	Not applicable
Spatial Transformation (where applicable)	Not applicable
Desired Performance	<ul style="list-style-type: none"> • Framework on conducting lifestyle audits • Framework piloted within a selected category of employees • Lifestyle audits conducted on selected categories of employees
Indicator Responsibility	Deputy Director-General: Governance of Public Administration

INDICATOR TITLE 5	Percentage of compliance with the regulatory prescripts
Definition	Mandatory Compliance Codebook Developed on Norms and Standards in the Public Service Act and Public Service Regulations
Source of Data	<ul style="list-style-type: none"> • Public Service Act, 1994 • Public Service Regulations, 2016 • Directives • Determinations
Method of Calculation or Assessment	<ul style="list-style-type: none"> • Policy Instruments from policy owners • Expected Regulatory Norm • Reporting Requirement on each Statutory Norm
Assumptions	All departments have a Policy Register of Compliance
Disaggregation of Beneficiaries (where applicable)	Not applicable
Spatial Transformation (where applicable)	Not applicable
Desired Performance	Departments comply to all statutory and regulatory norm and report thereto
Indicator Responsibility	Deputy Director-General: Policy Development, Research and Analysis

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