Thirsty for Delivery
a tale of two townships

A look at Conversations
The Buck Stops Here: Tackling Corruption
Each of us is a knowledge worker and a learning champion in this knowledge economy. We all have a role to play in turning the Public Service into a “Learning Public Service for Quality Service Delivery”. Let us pursue this ideal by using the Service Delivery Review as a facility for sharing our experiences, successes, mistakes and methodologies and for growing our own intellectual capital.

Muthinyi Robinson Ramaitie
Director-General:DPSA

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The Funny Side
The recent strike by state welfare workers which threatened to impact negatively on the payments to those who deserve this service highlighted one major thing: a need to radically transform the manner in which government is effecting these payments.

Allow me to draw from Dianne Dunkerley, chief director responsible for social security in the KwaZulu-Natal Provincial Department of Social Welfare and Population Development. In her case study, which is published elsewhere in this edition of SDR, she notes that only a minority — 8% of a population of 1.2 million recipients of grants — collect their money through direct transfers into their bank accounts. The rest of them have to endure standing in long queues in order to be paid. She further points out that at this stage, 60% of the pay points used do not meet the standard as set in the nationally approved norms and standards. The law stipulates that pay points should provide at least the following basic services: access to water, toilets, shelter, seating, security and first aid.

To turn the situation around, she suggests the development of infrastructure for those pay points which serve a significant number of customers, where payments take place over more than one day each month, and where there is no other suitable facility in that community. By this she means that if in a community there is a hall that can be used or is being used as a pay point, the basic requirements as stipulated above should be supplied with immediate effect.

I would venture to say that this should be looked at only as an interim measure. The ultimate aim should be to supply convenient, safe and timely service for the recipients who mostly happen to be women of advanced age who need to be treated with extra care.

This convenient, safe and timely service can only be achieved through advanced technology as spelt out in an article written by Alvin Rapea and published elsewhere in this journal on e-government and how it can help enhance service delivery.

The focus on e-government cannot be over-emphasised. Not only are these electronic transmissions safe, but they also eliminate the possibility of payments being delayed as a result of strikes by public service employees. In terms of our constitution, it is within the rights of individual employees to go on strike — as long as it is legal — if they feel aggrieved; but these actions shouldn’t impact negatively on the delivery of services to the deserving citizens.

It is therefore incumbent upon the public service sector to use the efficiency of modern technology, to bring about a safe, convenient and reliable method of service delivery. While leveraging on technology to enhance delivery is important, of equal significance is the need for integrated planning. The Alex and Katorus case study published elsewhere in SDR is an example of integrated planning and implementation taking place. These two urban renewal projects have been characterised by a multi-level and multi-sectoral approach to local development and service delivery. They were also high-priority projects characterised by a commitment from national government, the Gauteng provincial government, the respective local governments and community-based organisations. In addition, local communities were highly involved in planning and delivery of services.

From policy formulation, budgeting and planning, staffing and identification of project teams, this involved a multi-sectoral and multi-level approach. Each sphere of government committed itself to setting aside various resources such as money and facilities to make the project work.

These two projects are also an example of an integrated development and service delivery framework that is borne out of a finely tuned political, community and technical/project management balance that cuts across all sectors at community level, be it safety and security, housing, physical infrastructure, economic development, social services, education etc.

Fred Khumalo

Technology Can Enhance Service Delivery

From the Editor’s Desk
The 2nd Service Delivery Learning Academy

The Service Delivery Learning Academy was launched by the Minister for Public Service and Administration in Mpumalanga, in July 2002. This is an annual three-day event that brings together senior managers, operational managers and public servants at the coalface of service delivery, to showcase and share experiences and lessons on innovative service delivery projects.

Preparations for the 2nd Service Delivery Learning Academy, scheduled to take place in July 2003, are underway. The Learning and Knowledge Management Unit in the Department of Public Service and Administration is currently coordinating presentations for the Academy.

Public servants across the country who have practical case studies are invited to contact us to explore possibilities of presenting their cases at the Academy.

Specific dates and venue will be communicated in due course.

For more information please contact Bongani Matomela at bonganim@dpsa.gov.za

The 2nd Senior Management Service (SMS) Conference

“TOWARDS AN INTEGRATED PUBLIC SERVICE”

Theme
The SMS Unit within the Department of Public Service and Administration will be hosting the Second SMS Conference in April. The theme for this year’s conference is “TOWARDS AN INTEGRATED PUBLIC SERVICE” (A Reality or A Myth). The conference will provide senior managers of all levels with an opportunity to focus on the need to create conditions for effective leadership, capacitating managers to deliver better service to customers, and agree on a set of interventions for the medium term with a clear vision of where we want to take the public service.

Objectives
- To assess current level and trends of service delivery in order to identify potential areas of improvement.
- To examine issues of leadership and management roles and their implications with the aim of fostering a culture of continuous improvement in management styles.
- To acknowledge excellent performance by individual leaders and organisations and exchange success stories in the form of case studies.

Date: 14 - 16 April 2003
Venue: Feather Market Centre, Port Elizabeth

For more information contact:
Dipsy Mereeohle • Tel No: (012) 314-7351
E-mail: Dipsym@dpsa.gov.za
At the beginning of last year the President set a tone by making a passionate plea for people to give their time selflessly to support government in its effort to bring dignity to the lives of many people living in dire circumstances.

In keeping with the president’s call that 2002 be the year of volunteerism, we all witnessed how our imbizos and matsema drew huge crowds of people from all walks of life to speak about their needs and concerns, and we all listened. In a true spirit of camaraderie we all rolled up our sleeves and stood shoulder to shoulder, painting schools, old-age homes, helping with the facilitation of social grants and birth registrations. Yes, government was indeed living up to its commitment, of serving and being with the people.

Now, as we enter the new year, 2003, our reality is such that we have to continue walking the extra mile, with numerous challenges to overcome.

As it emerged from some of our visits to service delivery points last year, we still face a major challenge. There are public officials who fraudulently draw salaries on a monthly basis from government without showing any commitment to their work, officials who spend more time going about their own business during working hours while ordinary citizens stand in meandering queues waiting to be served. Such habits, as well as the ever-recurring problem of corruption, are some of the factors that are blocking our efforts to improve service delivery.

As a result of these activities government loses countless valuable resources that are supposed to be used for service delivery. Though in a minority, these are the people who continue to tarnish the image of the public service and drive a wedge between us and citizens on whose mandate our performance is based and whom we are truly dedicated to serve.

It is only the quality of our efforts in looking after the citizens of our country that will earn us as government the respect of other countries within the continent and the world at large, and most importantly the citizens themselves. You, the public servant, in whatever you do, are the face and the vanguard of that government.

This year, therefore, the commitment to service will be seen in a visible anti-corruption campaign, a revitalisation of Batho Bele through a public and internal awareness-raising communication campaign, as well as other initiatives such as the focus on blockages to service delivery and other implementation programmes driven by government.

This should be a year where creativity is applied in the public service, not only to innovate, but to link the eradication of poverty to everything we do, no matter how indirect to this national thrust it may at first seem.

Finally, let us continue to learn from each other, use forums like this publication and other platforms like conversations and conferences to share experiences and lessons, and let us determinedly push back the frontiers of poverty.
Public Service Week
Some Hiccups, Some Successes

Public Service Week (7-11 October) was last year marked by a moderately successful nation-wide child grant registration campaign. The DPSA’s team of eight (Masilo Rantsatsi, Leah Kekana, Esther Nkosi, Lebo Mathasa, Christine Malelu, Nelly Maselesele, Tumi Molwana, Maria Malatsi) was deployed to a registration site in Namahadi, a settlement in the Free State.

After a night in what they report to have been a filthy, flea- and cockroach-infested hotel in this cold Free State hamlet (they were later moved to slightly better lodgings), the team soon settled in to assist the tiny regional offices of Home Affairs and Social Development set up and run as an impromptu social services office, where not only child grants were processed, but also such essential life documents as IDs and birth certificates.

By the end of the week, over 500 grants had been registered, along with about 150 birth certificates and an unspecified number of ID applications and other grant types.

The team not only focused on the defined tasks, but soon got involved in service delivery standards “consulting”, calling a “hot” meeting with the regional director to discuss the appalling standards of service delivery they had witnessed (latecoming, drunkenness on duty, mistreatment of citizens and plain lack of delivery), and making quite a few recommendations about what ought to change immediately. One of the recommendations included regular follow-up visits by the DPSA.

The DPSA was not alone in the initiative. Over 200 public servants from provincial and national departments were also deployed to about 20 other sites around the country, with the single objective to have as many qualifying children registered on the country’s social security system. KwaZulu-Natal and the Eastern Cape reported an average registration rate of 300 children per day, per site.

With the looming target of three million children registered for support grants by the end of 2003, the DPSA is proud to reflect that it aided the effort to meet this critical delivery demand for it to be sustained and further developed. The members listed below were nominated by the Minister to serve on the Editorial Board of the publication.

Chair of the Editorial Board:
1. Mr Khetsi Lehoko (Deputy Director-General: Further Education and Training)

Members:
2. Dr Richard Levine (Deputy Director-General, Office of the Public Service Commission: Good governance and service delivery)
3. Ms Seadimo Chaba (Deputy Director-General, Gauteng Province, Public Works and Transport)
4. Ms Ilva Mackay (Deputy Chief Executive Officer, Government Communication and Information System)
5. Prof Job Mokgoro (former Director-General, South African Management Development Institute)
6. Ms MB Momana (Director-General: Limpopo Province)
7. Dr Sibongile Mathews (Director: University of Fort Hare, Institute of Government)
8. Mr James Mascko, CPSI Board Member
9. Mr Khaya Ngema (Deputy Director-General, Service Delivery Improvement, DPSA & National Co-ordinator of IPSP)

International member
10. Dr Des Gasper (Dean of Studies: Public Policy and Management, Institute of Social Studies, The Hague, Netherlands)

Ex-officio members
Thuli Radebe, Managing Editor
Fred Khumalo, Editor

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SA in Trade Talks with Bahrain

Deputy Foreign Affairs Minister Aziz Pahad discussed the opening of a South African Mission in the independent state of Bahrain and explored the possibility of private sector trade with the Arab sheikdom when he met with Bahrain’s deputy prime minister Sheikh Abdullah Bin-Khalid Al-Khalifa in Manama, the capital of Bahrain recently.

Pahad also delivered a message from President Thabo Mbeki to King Hamad bin Issa al-Khalifa.

The two parties discussed the possibility of expanding political and economic relations.

Pahad mentioned South African negotiations with the Gulf Co-operation Council on behalf of the Southern African Development Community.

He also briefed Mahmood on the position of both the Non-Aligned Movement and the African Union on the situation in the Middle East and Iraq.

Announcing the Editorial Board of the Service Delivery Review

The Service Delivery Review was launched by the Minister for Public Service and Administration on December 4 2001. The first three editions of the publication were driven by the DPSA with the support of an internal Editorial Team. After three editions, the publication has been received positively within both public and private sectors and there is a great demand for it to be sustained and further developed.

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Ex-officio members
Thuli Radebe, Managing Editor
Fred Khumalo, Editor
Public Administration Survey on Corruption

Ishara Bodasing, a senior anti-corruption specialist within the DPSA, commends government for marching like a Colossus on the warpath against corruption. If the South African institutional framework to prevent and combat corruption were to be disseminated as a good practice manual, it would be a best-seller. However, even best-sellers have a sell-by date. It therefore becomes imperative that constant and consistent review of the status quo be undertaken.

It is commonly acknowledged that corruption is the subversion of the public interest and the common good by private interests. Corruption should be distinguished from maladministration, but is closely related to it, since in the absence of properly functioning systems and controls, corruption thrives. In the wake of the apartheid administration, it was necessary to restore a genuine public service ethos, work ethic and the maintenance of good discipline amongst the ranks of public sector employees. The public sector anti-corruption initiative is central to the broader process of moral regeneration.

In his speech to the Public Sector Anti-Corruption Conference, which was held in parliament, Cape Town in November 1998, the then-Deputy President Thabo Mbeki noted that “zero tolerance will be offered to the parasites of our land who have scorned the public interest and sought their own self-enrichment at state expense” and that “it is incumbent on government unequivocally to affirm its seriousness and desire to stamp out corruption wherever it occurs”.

Since then, government has marched like a Colossus on the warpath against corruption. If the South African institutional framework to prevent and combat corruption were to be disseminated as a good practice manual, it would be a best-seller. However, even best-sellers have a sell-by date. It therefore becomes imperative that constant and consistent review of the status quo be undertaken.

Information on corruption in South Africa has not previously been systematically collated and analysed. The common understanding of corruption is based primarily on various opinion surveys; in other words it is perception-based. Although perceptions are important, they are a problematic basis on which to analyse corruption because they are merely a reflection of attitudes and levels of confidence in “the system.” They would thus be of little empirical value. The media has also been influential in emphasising the occurrence of corruption, with less focus on the positive steps that have been taken to prevent and combat corruption. In this way, our perceptions have become the foundation of our understanding of corruption.

Background

It was in May 2002 that the Department of Public Service and Administration, together with the United Nations Office for Drugs and Crime, initiated a survey into the levels of service delivery and corruption within the public service. A sample of service delivery sites of the Departments of Home Affairs, Health and the South African Police Services were visited in KwaZulu-Natal and Gauteng. Customers (service users) and public officials (service providers) participated in interviews. The detailed results of this study have been published in a Country Corruption Assessment earlier this year. This article seeks to juxtapose the experiences and percep-
tions of the clients against those of the public officials. In doing so, it becomes clear that there are chasms in certain areas that should be bridged. Some suggestions are made in this regard.

Scope of the Survey

Quantitative data was collected using two separate questionnaires for public officials who interact with the public and service users respectively. Self-administered questionnaires were used for the 600 service providers in the three departments using a combination of stratified random sampling and quota sampling. These were geographically as well as vertically spread to ensure a broad consultative process. In terms of the users’ survey, face-to-face interviews were conducted with 960 clients. Qualitative information was obtained from interviews with 24 senior officials (at management level) in the three departments using a discussion guide. One must recognise that there is a clear distinction between the perceptions held by the respondents and factual reporting. Since this relates to self-reporting of acts and activities that are commonly understood as unethical, if not criminal, they are, not surprisingly, lower than actual levels as well as perceived levels.

Survey questions considered the following issues: organisational climate, causes and nature of corruption in the public service, prevalence and experience of corrupt practices, efficacy of departmental efforts in combating corruption including loopholes, the impact of corruption on service delivery and recognition of best practices to fight corruption.

What did the clients say?

In general, clients responded positively when it came to the service they had received. Most indicated that they came to the site for a simple matter, which they felt was handled fairly and transparently. As regards the quality of service and treatment received, the SAPS sites received good ratings. Almost all of the respondents at the KwaZulu-Natal sites felt that their cases were handled sensitively.

However, there was also the feeling that the service was slow and that sites were disorganised, especially at the Home Affairs sites, and more especially at the Gauteng sites as opposed to the KwaZulu-Natal sites.

Perhaps due to the size and nature of the services offered at the SAPS and Health sites, most of the interviewees knew someone at those sites. They also indicated that they preferred to approach the person they knew for any official payment, for services rendered. It was not unexpected that most clients interviewed denied involvement of themselves or a family member in what could be regarded as unethical or corrupt behaviour. In general, people claimed that they did not usually pay officials for good service. The overall feeling was that this would be an act of corruption, even though almost 20% of those interviewed in Gauteng felt otherwise. As regards those who admitted to paying a bribe, the amounts ranged from R20–R200 in KwaZulu-Natal and R10–R500 in Gauteng. There was also a general estimation that between 15–29% of public officials are corrupt.

Clients seemed ignorant of what systems were in place to report corruption. Most indicated that they would take their complaints to the South African Police Services, even if the complaint concerned a SAPS member. This is in spite of the fact that the majority of the respondents felt that police officers were the most likely of all the officials to be offered a bribe, especially in order to not arrest someone.

What did the service providers say?

Most of the officials felt that they were doing very well, under the circumstances. These circumstances relate to the lack of resources and equipment to carry out their functions more efficiently.

Two-thirds of the public officials surveyed indicated that workplace rules and regulations were written, well defined, consistently enforced and suitable to the nature of their work. However, especially in Gauteng, it was perceived that personnel are employed and promoted based on familial, political and cultural lines. This was regarded as double standards, and brought into question the applicability of the
existing framework. Almost 25% of the officials interviewed believed that violations of the rules could be concealed.

All the same, it was acknowledged that work in the private sector is hard to come by, and that public service offers greater security of tenure. There were strong negative sentiments about salary packages, and a third of the officials interviewed admitted that they were motivated to remain because of possible access to unofficial funds. Some also indicated that their employment in the public service granted them the opportunity to glean information, network and gain experiences that would make them more attractive for employment in the private sector.

In the Department of Home Affairs sites, the majority of interviewees opined that clients often offered gifts in return for more speedy service delivery. Over a third indicated having experienced this. Most of these were also of the view that their co-workers accepted such gifts. A tenth admitted to such. Clearly, there is the perception and, to a lesser degree, the experience that clients can successfully seek underhand means of addressing their needs more efficiently.

The survey clearly reveals that public officials are willing to report their colleagues or superiors suspected of involvement in corruption. However, they were dissuaded to do so because of the perception that whistleblowers are not adequately protected. It was also felt that the respective Departments did not have an effective mechanism in place to facilitate internal reports of corruption.

**What does this tell us?**

As far as the issue of service delivery is concerned, the version of the clients and that of the service provider seem like two sides of the same coin. There seems to be general consensus that the Department of Health and the South African Police Services are delivering better service than the Department of Home Affairs.

However, even though there was the overall feeling from the clients that they had been treated fairly, almost half of the officials interviewed stated that clients do not get equal treatment. Some felt that those clients who offered bribes were more likely to get better treatment than even acquaintances.

The survey also revealed that managers are aware of the need for user-friendly, current and well-circulated rules and regulations to govern the workplace. Furthermore, they identified the need to facilitate feedback from customers. A suggested remedy was more training of staff in customer care. Another suggestion was that facilities for customers be improved, possibly by simplifying and removing superfluities in the current systems of service delivery.

The perception that there is widespread corruption amongst public servants does not correspond with the level of admission to committing such acts. Although this is not surprising, it does call for some further enquiry and reflection to determine the true state of things. Many of those interviewed at the SAPS and Health sites indicated that they prefer approaching someone they knew for extra help. In spite of this, most also indicated that if an official did them a favour, especially if it involved a breach of the rules, then this would be corruption. It would appear that the fact that an act is known to be disallowed is not a bar, or even a deterrent, to engaging in such an act should it be deemed necessary.

The shortcomings and pitfalls of service delivery in all three Departments are highlighted in the survey. However, it was acknowledged that much could be done to increase job satisfaction, boost morale and improve facilities and resources.

From the side of the clients, an increase in the salaries of public servants was not a popular solution. It also emerged from the survey that there are tried and tested systems and best practices to improve levels of service and curb corruption. Improved control mechanisms and tighter security were cited as possible solutions. It was identified by the managers interviewed that these systems ought to be extended to as many sites as possible.

Other possible improvements cited by the interviewees include:

- A system to track daily operational spending.
- Improved procurement and stock control systems.
- Spot checks by managers on clients and service providers.
- Real-time mechanisms for feedback.
- Toll-free hotline.

In respect of the latter, it appears that from the perspective of the service providers and the clients the issue of clear reporting lines on matters of corruption needs to be addressed.

**Conclusion**

What emerges from the survey is that we need to promote guidelines on professional ethics and train public servants on practical application of professional ethics. We also need to raise awareness of the current legislative framework as it relates to corruption, with practical guidelines on the rights of employees who blow the whistle on corruption, the nature of the witness protection system and the roles and responsibilities of existing anti-corruption institutions. This in turn can lead to the encouragement of employees to blow the whistle on corruption within their work environments.

Public servants should understand and accept their responsibility to evaluate and report risks to internal audit functionaries in departments. The integration of anti-corruption issues into the wider campaign to promote the Batho Pele principles, with particular links to the “I am proud to be a Public Servant” element of that campaign, would also be a useful tool.

We also need to educate the public about their rights and obligations. This would include discouraging them from attempting to offer gifts or other bribes in order to get preferred service.

As far as perceptions are concerned, effective management of media exposure is vital. Not only would this reduce possibilities of misconceptions, it would go a long way towards increasing public confidence in the civil service.

The sentiments and the findings of this survey must not fall like silent raindrops.

As civil servants, we need to heed the concerns and praises of our customers and our colleagues in order to marry the two into harmony.
Transforming Health Service Delivery Through Quality Improvement and Accreditation

Quality improvement in health care worldwide has become an imperative. As part of the global arena, South Africa also had to do something in order to be competitive.

After 1994, with the demise of the apartheid regime, the government embarked on a number of legislative and policy reforms, most of which put more emphasis on the need for quality service delivery in all areas of governance, particularly in health care.

The National Department of Health, for instance, recently adopted and published a national policy for quality in health care that serves as a national framework to guide provincial departments in developing and ultimately implementing their own initiatives as part of a provincial quality improvement programme.

The Concept of Quality Improvement and Accreditation in Health Care

The quality of care must be defined in the light of the provider’s technical standards and patient’s expectations.

1. The client perspective
For the clients and communities who depend on health care facilities, quality care should meet their perceived needs and be delivered courteously and on time. The client perspective on quality is thus important because satisfied clients are more likely to comply with treatment and continue to use the health care facility.

2. The health service provider perspective
For the provider, quality care implies that he/she has the skills, resources and conditions necessary to improve the health status of the patient and the community according to current technical standards and available resources. The provider’s commitment and motivation depend on the ability to carry out his/her duties in an optimal/ideal way.

A Model for Quality Improvement in Health Care

Generally, quality improvement programmes are to a large extent based on...
a set of 10 steps that could be summarised in what I call a “Model for Quality Improvement in Health Care”.

Followed properly, this model could yield the following results:

- Quality improvement encourages a multi-disciplinary team approach to problem solving and quality improvement.

**Dimensions of Quality in Health Care**

- Quality is a multifaceted and multi-dimensional concept. Apart from being based on the model indicated above and underpinned by the principles listed above, a quality improvement programme should be centred on the dimensions of quality in health care that include technical competence, access to service, effectiveness, interpersonal relationships, efficiency, continuity, safety and amenities.

**Approach to Developing a Quality Improvement Programme in Health Care**

When implementing a quality improvement programme, an approach to be followed must be agreed upon from the outset. Below is a discussion of the two approaches:

1. Comprehensive Approach

- In this approach, quality improvement policies, procedures and processes are implemented simultaneously, starting at the top and moving down the organisation.

2. The Problem-oriented Approach

- This approach works best when there is a commitment throughout the system to addressing quality of care and the availability of necessary resources to implement a quality improvement programme on a large scale in the organisation.

**Identify Critical Success Factors**

Once an approach has been agreed upon, the organisation needs to identify critical success factors to ensure a successful implementation of the programme.

These key activities in developing a quality improvement programme take place concurrently and many of them must continually be renegotiated as the programme expands and conditions change. These key success factors are summarised below:

- Develop a purpose (mission) and vision for the quality improvement effort.
- Develop a written quality improvement plan.
- Foster commitment to quality.
- Conduct a preliminary review of quality improvement related activities.
- Determine level and scope of initial quality improvement activities.
- Include responsibility for quality improvement.
- Allocate resources for quality improvement.
- Strengthen quality improvement skills and critical management systems.
- Disseminate quality improvement activities.
- Manage change.

This approach works best when there is a commitment throughout the system to addressing quality of care and the availability of necessary resources to implement a quality improvement programme on a large scale in the organisation.
The Concept of Accreditation in Health Care

Accreditation may be defined as “a recognition by external experts indicating that a health service facility substantially guarantees a quality service by complying with nationally and/or internationally agreed standards for quality health services”.

The main aim behind the principle of accreditation is to create an environment of “continuous quality improvement” throughout the health care facility.

In 1995 the Council for Health Services Accreditation of South Africa (COHSASA) was registered under Section 21. It then embarked on a programme to develop standards for hospitals with the help of professional bodies and societies both nationally and internationally.

The types of standards developed are key determinants for evaluating levels of performance for hospitals. They are of two types:

- Normative — standards that establish what experts believe should happen;
- Empirical — standards that reflect what is achievable in practice.

The scope of these standards covers a full range of management and clinical activities associated with the care of patients in hospitals. These organisational standards cover all services provided by facilities and include management, clinical, infection control and occupational health and safety, investigative, professional allied medicine, and other support services.

With each of these service areas, systems are described by the professional standards.

The Accreditation Process

COHSASA found that hospitals entering the programme were encountering difficulties in meeting the standards. As a result, the quality improvement and accreditation programmes, based on the latest scientific methods of improving performance in an organisation was developed to empower staff to meet quality standards.

These methods are based on the process of continuous quality improvement and they bring about organisational re-engineering and work towards enabling all staff at all levels to understand the problems and processes underlying their work; collect and analyse data on these processes; generate and test hypotheses about the causes and flows in the work process; and design and test remedies to solve problems.

What does COHSASA do?

COHSASA works with facilities for a period of 18 to 24 months or longer and help them understand and measure themselves against the standards. They further facilitate the development of professional organisational standards on patient care, efficient usage of resources and continuous evaluation of service. They also help to empower organisations to develop and implement action plans to meet the standards, and evaluate the degree to which these professional standards are met and then certify (accredit) organisations that substantially comply with them.

Benefits of Accreditation

Generally, health care facilities that have been accredited have many benefits. These include upholding of professional standards pertaining to quality service to patients, staff management and financial management, which encourages controlling bodies to provide resources and also to upgrade facilities. Accreditation has been proved worldwide to be a powerful tool for re-engineering health care organisations and to gearing them for a culture of continuous

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An Integrated Quality Improvement and Accreditation Programme Implementation Strategy

Before a comprehensive strategic plan is finalised, organisations may consider the following suggested systematic and step-wise strategy. With proper implementation, this strategy will result in an organisation-wide performance improvement:

1. Consider generic elements of the standard assessment manuals (SAM) provided by COHSASA.
2. Set criteria for selection of a multidisciplinary team to steer the process, which integrates the above generic elements.
3. Select teams (a steering committee) at all levels of management with clear roles and responsibilities. These teams would, among other things:
   - Facilitate all COHSASA visits to the facility
   - Monitor, support and provide technical assistance to all quality improvement teams in their various activities
   - Assist staff to develop indicators and standards and facilitate communication about quality improvement issues between top-level management and staff.
4. Once a multidisciplinary team has been selected, people can now be appointed or elected into a whole range of positions e.g. Chairperson, facilitator, secretary and their deputies.
5. Clarify roles and responsibilities of each of the above-mentioned team members.
   - NB: The team established is a core team, whose members are full time on the committee. The rest of the management team remain part-time members and can be co-opted whenever required and necessary.
6. Assign responsibilities within the team, according to generic elements of the standards assessment manual (SAM).
7. Establish same as at the organisational level at Service Elements (departmental) level
8. Establish Professional Technical and Management Advisory Committees (Teams) for the following:
   - Policy & Procedure Committee
   - Human Resources Development Committee
   - SHE Committee (Health & Safety)
   - Infection Control Committee
   - Resuscitation Control Committee
   - HTAC (Health Advisory Committee)
   - Utilisation Committees
   - Ethics Committee
   - Peer Review
   - Credentialing / Clinical Privileging
   - Clinical Audit
   - Pharmacy & Therapeutics Committee
   - Patients’ Rights Committee
   - Theatre Users
   - Any other as may be required.
   - Note: Avoid too many committees
9. Provide training in appropriate areas of Quality in Health Care to technical and advisory committee members (training specific to their expected functions)
10. As the programme was implemented, these services have emerged and are of critical importance in the functioning of a modern hospital.
   - Occupational Health & Safety Service
   - Health Technology Advisory Committee
   - Resuscitation Service (Resuscitation Committee)
   - Health Technology Management (Health Technology Advisory Committee)
11. Establish a Communication Network

Functional Objectives

Functional objectives are based on the divisional standards assessment manual and are formulated in the same way as strategic objectives.

1. Functionality is concerned with services such as medical services, Nursing service, Administrative support services, Maintenance service, etc.

Rational Objectives

These are also based on lower level service elements and are formulated like the strategic level objectives. They relate to services such as medical in-patients, etc.

Implementation

The plan should be implemented accordingly, applying basic project management principles and techniques.

10. Design/review emerging services and committees

As the programme was implemented, these services have emerged and are of critical importance in the functioning of a modern hospital.

11. Established a Communication Network

It is important to have a communication network between all stakeholders in the organisation to ensure adequate management co-ordination, avoid duplication and also ensure appropriate validation processes at the same time allowing innovation and creativity in the programme.
Some hospitals (minority) require substantial investments in equipment, such as defibrillators, etc. in order to meet the standards. Many hospitals report overall cost savings in spite of the initial cost of accreditation and this is achieved as a result of greater efficiency and better resources utilisation. Small-scale quality related activities requiring immediate actions for immediate results produce incremental quality improvements. Leadership’s commitment throughout the organisation to addressing quality of care is essential. Learning to work effectively as a team is challenging and is a continuous process. Building a high-performance team takes time and requires patience and persistence. External technical assistance is essential. External financial assistance may be required. The success of any quality improvement programme depends on the commitment of staff and managers and collaboration amongst them and the outside advisors. While many principles set here can guide a quality improvement programme, each programme is unique and depends on the insight and creativity of its managers, health care providers and patients and communities served. There is no recipe for developing a quality improvement programme. It is rather a creative process that requires flexibility in order to adapt to a given health programme’s unique features. A gradual, phased approach is frequently appropriate for organisations with rudimentary management systems. Resistance to change is almost inevitable when trying to implement a quality improvement programme because even healthy changes involve discomfort, uncertainty and conflicts, etc. To minimise resistance to change a careful, phased approach to change is required, and an open and trusting environment must be cultivated. Staff involvement in planning at all levels is essential. Outside facilitators or experts can help organisations manage difficult changes. Top-level managers must make a special effort to communicate with staff during the time of change. Managers should be available to explain changes, listen to staff concerns, and reassure the team that the changes will eventually lead to improvement.

**Conclusion**

“Transformation begins with the individual.” — W Edwards Deming Ph.D.

If individuals are not transformed, they will not be able to transform others. Subsequently, they will not be able to transform their organisations. Nicolo Machiavelli said: “There is nothing more difficult to take in hand, more perilous to conduct or more uncertain in its success than to take the lead in the introduction of a new order of things. "We must all know that the first order of things to be changed is I, the leader. After I consider how hard it is to change myself, then I will understand the challenge of trying to change others.”
For Seadimo Chaba, service delivery starts with “getting up in the morning everyday with a song in my heart” as she heads straight for her Johannesburg office at the corner of Simon’s and Pritchard streets in Johannesburg.

The dedicated lady, voted Boss of the Year 2002, believes that adding value in your job should start with an individual because “if one clearly understand one’s purpose of holding a public office, they will be self driven to achieve” — a mantra she is guided by in her own work.

After winning the Boss of the Year title last October, the Deputy Director General for Public Works and Management Services in Gauteng is one of the most popular public servants, epitomising the vision of Batho Pele in her approach to service delivery.

She conquered uncharted terrain when she was the first woman in the history of the competition, since its inception 13 years ago, to receive the coveted accolade. The national competition was entered by 304 contestants who were chosen by their colleagues. Her personal assistant, Beulah Killian, nominated her.

In the end Chaba pipped six other contestants on the short list to receive the title organised by Transnet Foundation.
Noted leaders of black business industry, including Bheki Sibiya and deputy CEO of Fabvest Investments, Dawn Marole, were among the panel of judges who voted for Chaba.

Chaba described the competition as: “A rigorous interrogation of your skills. Throughout the competition interviews and presentations, I felt like I was looking for a high performance job as the panel grilled us on issues of performance and management skills. They thoroughly looked at all the competencies required for one to be a leader.”

Chaba portrays an unassuming mother figure, but her success in several projects with her team indicates a firm and results-oriented leader.

Last year, her department prompted Chaba's winning streak by notching several accolades for their efficiency. At the inaugural Premier's Service Excellence Awards last June, they came first and second by winning the gold and silver awards. Established by Premier Mbhazima Shilowa as an incentive to civil servants in the region, the awards are meant to encourage government workers to be diligent in providing efficient service to the public.

The chief function of the department is to provide public institutions with good infrastructure and service them well so as to enable other government departments to have the capacity and resources to deliver quality service to people.

The public works department in this regard becomes a unique department that has service level agreements with other departments such as health, welfare, education, etc. It acts as an agent that equips other departments with logistical infrastructure and service, and also maintain their workspaces.

The effectiveness of other government departments — such as how the educational services resolves the issue of adequate school buildings — therefore rely on the efficient delivery of the public works department.

Chaba has cited drawing up detailed data on health institutions — the department of health is their major client — as one notable success. “With the data, officials can now pull out strategic information on the status of health institutions from their infrastructural, expansion and maintenance needs. The public works department also provides office space for other departments.

In her current portfolio, which she has held since 2000, Chaba recalls how they had to speedily start addressing the problem of under-resourced hospitals which affected the morale of health workers.

“Four years ago, there were backlogs (of infrastructural development) in hospitals. Health buildings were not serviced properly and thus affected delivery. In (Chris Hani) Baragwanath, for example, we had to assess their maintenance systems and draw up new maintenance plans.

“In other instances, it would take more time to get a new hospital to be built as there was more delay in the decision-making processes than there is today.”

Chaba cites the rewriting of the public works business model as a blue-print that turned things around in their department and laid the foundation for ground structures to be implemented. The structures monitor progress and also have accountability measures to stem corruption.

“The new business model is the one that proposed the scrapping of regional tender boards to develop the new procurement board to tightly monitor the process of all government tenders.”

Chaba’s experience spans more than 20 years in the fields of human resource and change management, in both the private and public sectors, and includes stints in both the retail and chemical industries.

In provincial government, she also held a position as chief director of human resources for the Gauteng province. She joined government in 1996 and says being able to connect with people, and being able to achieve goals as a team, has always been a priority in all the positions she has held.

“My vision is to see a government department that is perceived to be delivering and making people’s lives better.”

In its delivery process, the department also strives to empower small and medium-sized businesses through a project called Kubakhi to share in their R600-million annual tender budget.

Chaba explains that Kubakhi was initiated to develop skills in previously disadvantaged communities, especially in construction and the maintenance of buildings. Up to R20 million of their annual budget had to be given to developing businesses to develop entrepreneurs.

Small contracts between R100 000 and R500 000 would be reserved for the more than 50 contractors on their data-base under the Kubakhi project to contest amongst themselves.

“Kubakhi made sure that small business learned through the help of consultants, had a growth plan and were taught various skills such as project management, drawing up sound business proposals, to acquiring skills for conducting their businesses. The department has various support mechanisms in place to support such businesses,” said Chaba.

In the last five years since the inception of the project, the only 16 businesses have managed to graduate from the programme to sustain themselves. This number is not enough to facilitate a dynamic cycle of new entrepreneurs and Chaba’s concern is that some businesses had adopted dependency to Kubakhi and are not progressing out of the programme.

“These businesses which survived from winning one or two tenders from the project every year, were not exactly thriving. We have now redesigned our model to encourage more entrepreneurs to get out of the system. Once a business has graduated from the system, it can be able to handle bigger projects.”

Another method of empowerment is the strict stipulation of awarding big tenders to companies that display genuine empowerment by teaming up with small or medium-sized businesses.

“In such deals, we also try to monitor the skills transfer that actually takes place.”

Since winning the title, Chaba has now been exposed to the circuit of public speaking as her services are in demand in both government and corporate circles.

“I have been so busy, I have to make an effort not to neglect my other life, that of being a mother to my two daughters.”
The Role of Projects in Systemic Change and Partnerships in Education

Reflections on Experiences in KwaZulu-Natal

DR SZ Mbokazi – DDG, KZNDEC Education Management and Professional Development Support Services – reflects on developments in the education sector in KZN
T

he branch of Education Management and Professional Development Support Services is responsible for managing and co-


ordinating many directorates, one of which is Teacher Development and Support. All of these directorates ultimately support and help improve the quality of learning and teaching in the KwaZulu-Natal Province. These Directorates are:

- Curriculum Programmes
- Extra-curricula Support Programmes
- Guidance and Special needs Programmes.
- Examinations and Continuous Assessment and Testing Programmes
- Physical planning
- Library Resources and teacher development and support
- Quality assurance
- School management
- School governance

The vision of the branch as stated in its strategic management plan is to provide quality education, which will fully equip learners with knowledge, skills attitudes and values to meet the challenges of the future. Every project that the branch accepts or undertakes has to contribute significantly to either one or both of these fundamental principles.

Some of these projects are: Science/Maths Projects, District Development Support, Quality Learning, Health and Sanitation Education, Resource and Information Network, Read, Coca Cola Science Project, UNICEF and Zikhulise, Effective School Management, Financial Management by SGRs, Umsinga Project Multi-Purpose Building, District Offices Improvement, Learner Representative Council Training, National Teaching Awards, (NTA) and Developmental Appraisal System.

The role of the department is to monitor, supervise and support all projects. It is on the basis of the experiences gathered from these activities that the department is then be able to reflect on the projects and formulate an informed opinion about their efficiency and effectiveness.

Projects have provided the department with valuable opportunities, which include the following:

- The educators, subject advisors and superintendents of education management have been able to work together.
- Educators have been able to develop their expertise tremendously by participating in materials development.
- Educators have had a chance to be trained as trainers of the trainers (TOTs).
- Educators have been able to step aside and re-look at their own classroom practice and the use of materials.
- Office-based officials have been able to engage the classroom situation in a meaningful way — at least to revive their skills in materials development or to try their hand at that.

There is no doubt that these opportunities have been useful in professional development and life-long learning. Those educators who are promoted to other positions, then those regions will be permanently impoverished and deprived of the knowledge and skills from projects. The other question that must be asked if a project is introduced is whether it will have sustainable development and whether it will visibly transfer skills to the target groups. This would ultimately result in a high performance organisation that focuses on results and the quality of its service delivery.

Seconded district or regional staff and head office personnel have been integrated into the permanent office-based staff by the process of absorption. The skills they have are a permanent feature of the department.

It pleases us to know that if they get promoted elsewhere or retire they will leave vacant posts that have to be advertised and filled.

If regions do not replace them after they are promoted to other positions, then those regions will be permanently impoverished and deprived of the knowledge and skills from projects.

KZN PEDU: Annual Analysis Report (PEDU/DB/002) P23

References

Education Development Projects in KZN:
Provincial Education Department Unit: Capacity Building of the KwaZulu-Natal Department of Education and Culture to implement district school Development Projects. (IDF Grant No. TF 27/10) November, 2001

Office-based officials have been able to engage the classroom situation in a meaningful way — at least to revive their skills in materials development or to try their hand at that.
One of the defining attributes of a democratic polity is the rule of law and respect thereof. This explains why democratic governments throughout the world focus on this aspect of social ordering. It equally explains why the post-colonial Africa had to grapple with this aspect.

Worldwide experiences show that transition in governance always impacts on the legal system. The closest examples to us are Mozambique and Zimbabwe in terms of the efforts they both put into the transformation of their legal systems so as to create a home for both Western and African legal systems. Back home, we are now in the ninth year of our non-racial democratic government. It is perhaps time to pause and consider the nature of developments in our legal system.

This article is aimed at evaluating the delivery of the state justice system in the post-1994 South Africa. It would have been easier just to say, as a friend advised me, “justice system”, as according to him everyone reading would know what I am talking about. My friend thinks that by saying state justice I am unnecessarily complicating an otherwise simple matter.

Because he is not alone in thinking that way, I find it apposite to clarify this concept. I use “state justice” in order to differentiate this form of justice from the many other forms of justice that exist out there. There are many structures and forums that busy themselves with the meting out of justice. Among the very many that exist are the clan, the tribal court, the church, the street committees, NGOs, groups often called “vigilantes”, etc. The focus here is only on the state justice.

The article is divided into two phases, namely mid-80s to mid-90s and mid-90s to 2002. The first phase seeks to shortly give a descriptive overview of the state of justice in that period so as to shed light on the legal developments as they informed the course followed by the non-racial democratic government. The second phase will depict the legal reforms that took place after 1994 as well as the broader ideological underpinnings thereof.


Equally worth stating is the fact that where specific institutions and events are mentioned this is in a way of an example as opposed to providing an exhaustive list.
Mid-80s to mid-90s

Before the 80s there was a relatively clear differentiation (based on race) in the South African courts. The country had what some people called a “dual legal system” in that within the state legal system there was a body of law(s) applicable to black South Africans and another applicable to other racial groups. The former is conveniently referred to as the African customary law and the latter as the Western law.

From the 80s onwards we started seeing the opening up of the Western law to accommodate black South Africans as well. In 1983 the Hoestert Commission condemned the existence of courts for blacks in the urban areas. As a result the Commissioner’s courts and their appellate wing were abolished in 1987 (Special Courts for Blacks Abolition Act 34 of 1986).

There are many other changes that took place during this period to bear testimony to the bridging of the gap between African customary law and Western law. Among the many other measures that took place during this period are the establishment of the Black Divorce Court, the Small Claims Court, etc. When changes took place with negotiations commencing in the early 1990s, the legal field was way ahead as far as ridding itself of racial discrimination in the administration of justice.

Having said that, however, it is worth noting at this stage that the system remained the domain of white male South Africans as far as staffing was concerned. This tended to undermine the legitimacy of the system. There was, therefore, a need to increase the legitimacy of the judiciary in the eyes of the public, and black South Africans in particular. This was the time for image building and reconciliation.

This is reflected in the policy approach that emerged during this period as epitomised by the National Crime Prevention Strategy (NCPS) produced in 1996. The spirit of the NCPS was that of benevolence and reconciliation. For instance, crime was seen more as the result of social problems than as a rationally undertaken activity. It was also during this period that the main institutions that ensure adherence to the rule of law in a democratic polity were introduced. The Constitutional Court serves as an outstanding example in this regard. After its introduction this court proved the sharpness of its teeth by outlawing corporal punishment and the death penalty. Equally important was the general condemnation of the brutality and confession-based crime investigation of the police by both the new political and police leadership.

Mid-90s to 2002

Immediately after the first democratic elections of 1994 one started hearing concerns about the rise of crime in the country. This concern preoccupied many South Africans ranging from ordinary citizens to political leaders. More often than not the blame was laid at the doors of the new democracy, the Constitution (and the Bill of Rights) in
The justice system remained loyal to the criminal justice system, other sections of notice a move to punitiveness in the Bill. These indicate that though we Simplification of Criminal Proceedings the Child Justice Bill as well as the tion of Family Courts, Justice Centres, equally worth noting are the introduc-

Other less punitive measures that are made in law enforcement and punishment in the sphere of criminal justice. Examples of such puni-

tive measures are:

- Amendment of bail laws to make it difficult for suspects to get bail in respect of serious cases.
- Mandatory minimum sentences requiring presiding officers to impose specific sentences in respect of serious offences.
- Bill aimed at giving the state more powers in dealing with suspects of terror-related crimes (e.g. to keep them longer for interrogation).
- The Domestic Violence Act which among other things imposed positive duties on police officers to effect arrest under particular circumstances.

Other less punitive measures that are equally worth noting are the introduc-

tion of Family Courts, Justice Centres, the Child Justice Bill as well as the Simplification of Criminal Proceedings Bill. These indicate that though we notice a more to punitiveness in the criminal justice system, other sections of the justice system remained loyal to the spirit of the NCPS. It is my submission that such commitment is evident in those fields less connected to crime and crime control.

Reflection of the reform process

There is no doubt that an effective justice system is indispensible in a democratic society. The foregoing show the commitment of the South African gov-

ternment towards that goal as evident in the existence of watchdogs such as the Constitutional Court as well as the judi-


cial independence enjoyed in the coun-

try. It is therefore appropriate to look at the impact of the above-mentioned reforms.

Moving from the premise that at the heart of legal reform lies the quest to improve the accessibility of the justice system, the most pertinent question here becomes: have these reforms improved access? This is a difficult question because access is tied to the socio-economic status of individuals and commu-


Many studies show that the majority of South Africans still lack confidence in the justice system (Shaw 2002) and that the conviction rate of reported cases (in respect of criminal cases, which fare bet-


ter than civil ones in terms of the acces-


sibility of courts) is very low. Many cases that are reported do not reach prosecu-


tion stage. Even more cases do not get reported at all. It has therefore been a rough transi-


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able given the constraints of resources. The worrying factor remains the inaccessibility of the justice system. It is inaccessible for geographical reasons (people stay far away from courts), economic reasons (poor people cannot afford costs necessary for litigation) and psychological reasons (the incongruency between the Western law and the African traditional practices as well per-


ceptions about the ineffectiveness of the law). These barriers cannot be eradicated overnight but there has to be concerted effort directed at working on them. Measures taken by the government thus far focused on improving the state justice but in many ways left the major-


ity of citizens outside the fold of the sys-

tem. The state lost an opportunity to tap into the resources that communities, especially black communities, use for social control. The South African Law Commission acknowledges the role played by these structures but has to date not come up with a clear plan of action regarding the interaction between these state and non-state forms of justice.

In the meantime communities get frustrated by the inaccessibility of justice and occasionally take the law into their own hands or resort to organised groups of crime control, generally referred to as vigilante groups.

Let me state that the Minister of Safety and Security is of the opinion that vigilante action is “not a response to the actual needs of the people” (Briefing by Minister on 12 June 2002 available on http://www.pmg.org.za). I think this is a matter that calls for a revisit on the part of the Honourable Mr Minister and his department. A host of studies show that vigilante action cannot be divorced from the ineffectiveness or perceived ineffec-


tiveness of the state justice system, at least in South Africa.

Immediately one thinks about struc-


ures such as “Sungusungu” of Tanzania, Judicetores of Brazil, the 1989
uprisings in Argentina, etc. Even here at home these examples abound from our past experiences. We may even forget about the past and concentrate on the present: any member of the so-called "vigilante groups" will tell you that they are involved in their actions because of the inefficiency of the state justice system.

Whether that is real or a mere perception is beside the point. Review of the literature on this subject, both nationally and internationally, in fact makes a compelling case that the link cannot be denied.

**Recommendation 1**

While acknowledging the progress made in improving the accessibility of the justice system as well as its effectiveness, there is a lot that remains to be done. It appears that the main problems are the lack of communication between the communities and the justice system and its functionaries as well as the unfamiliarity of many citizens with the procedural basics of the courts.

This feeds the many perceptions that result in the lack of confidence in the system. This can be remedied by:

a. improving communication between the justice system personnel and the communities; and
b. embarking on education about the workings of the justice system. The main focus could be in schools and supplemented by the use of the media advising people about the basics of court procedures as well as time frames.

**Recommendation 2**

The tried and tested Small Claims Court model may have to be expanded. We only have about 139 of these courts as on 03 June 2002 and they do not sit in all magistrates' courts. As these courts are cheap and informal in procedure — they are inquisitorial — and they sit after working hours, they could go a long way to improving the accessibility of justice.

**Conclusion**

Indeed there are many changes that need to take place but the above two would be a major step in addressing the immediate and urgent needs of the majority of South Africans presently sitting at the periphery of the justice system.

In the final analysis even the worst of sceptics will concede that South Africa has made impressive strides in transforming the state justice system. My concern, which have been raised here, do not question the process. There have been many positive and indeed fruitful developments, such as the introduction of the Scorpions, the Asset Forfeiture Unit, etc.

These achievements should make us all proud. In the same breath, we would be deluding ourselves if we do not go beyond improving the state justice by opening it up and making it more accessible in the ways suggested above or similar ways. Most importantly we must admit that the majority of South Africans — especially blacks — remain outside the state justice system.

We should not take lightly the damning diagnosis of the criminal justice system that Dr Paseka Ncholo pronounced thus: “The criminal justice system in South Africa does not take into account the organic expressions of the black communities and has no respect for the laws and customs that govern the majority of the people.” (Ncholo 1994:5).
The Department of Public Service and Administration has, since 1994, engaged in a number of initiatives with a view to facilitating and driving the transformation of the Public Service as stipulated in its mandate. These interventions range from the introduction of a new management framework that propagates a distinction between managerial prerogatives and matters of mutual interests, the decentralisation of the responsibility for the management of resources to departmental level, the concept of performance management in the Public Service, and many other aspects.

Although the responsibility for the implementation of these initiatives rested wholly with the respective authorities in departments, the Department of Public Service and Administration had to facilitate advocacy training, and monitor and assess the impact of the initiatives through regular progress reports.

To further assess the progress of these initiatives, the Department over the past three years used other methods such as workshops, questionnaires, interviews, focus group meetings and site visits to national and provincial departments.

The Problem

Subsequent reports indicated that there were a number of bottlenecks in the process that generally impeded the successful implementation of transformation initiatives, hence the 2001 workshops.

The 2001 workshops were arranged mainly to investigate these bottlenecks. Among many things, there were allegations about the tendency among HR practitioners to reject change and hold on to old human resource administration systems irrespective of their relevance to the current situation.

The Context

Survival in the global market poses similar challenges to both profit and non-profit making organisations. To survive, they both have to follow a four-path strategy that relates to the need to attract and retain talented people, foster a collaborative culture, develop leaders, and drive knowledge management strategies.

Vision of an Integrated HR

If the HR function in the public service wants to be a true partner in the improvement of service delivery, HR people should shed the image of being paper pushers and move away from working in silos.

The HR function in the public service must be repositioned to fulfill the four roles defined by the Dave Ulrich model, namely:
which are: Strategic Partner, Administrative Expert, Employee Champion and Change Agent.

The model simply means that HR should be informed by the strategy of the public service in fulfilling their role, hence the vision of establishing an integrated HR in the public service.

HR should be structured in such a way that it becomes part of line by developing performance consultants who will help line managers to address their performance problems.

It is thus imperative that the HR Management System is rejuvenated so that line managers can be empowered to make decisions that impact on the people with confidence and are in a position to manage performance.

Employees in the public service should be developed to meet their performance demands and fulfill their career aspiration, and their psychological and psychological needs addressed. HR should be a catalyst for change.

As catalysts for change, HR should be instrumental in:

• building and maintaining enabling systems;
• creating a shared need for change;
• shaping a vision; and
• mobilising commitment at all levels.

The model simply means that HR should be informed by the strategy of the public service in fulfilling their roles. In this regard, HR’s scope has broadened beyond administering prescripts to actually driving the organisational performance programme.

All corners and sides of the triangle have to make an equal contribution to ensure that the triangle does not collapse and break down the ability for the inner core to build and retain competencies for improved service delivery. All the circles are inter-dependent on one another.

This is how HR in the public service should be by 2004.

Until such time that HR people in the public service define themselves as being responsible for building and retaining competence across ranks, the transformation of the public service will be undermined.

IHR Workshops

This article is compiled from a report from focus group workshops conducted by the Department of Public Service and Administration (DPSA) throughout the Public Service. A total of 12 focus group workshops were held, three for National departments and nine for Provincial departments.

Three hundred and sixty eight HR practitioners and senior HR managers from National and Provincial departments, of whom 70% were from the Provincial departments, attended the workshops. The purpose of the workshops was:

• to assess the capacity of HR Practitioners/Specialists in supporting line managers in the transformation of the Public Service;
• to solicit input from the HR practitioners and managers on how to strengthen HR to support line managers to transform the Public Service for improved service delivery; and
• to give feedback on some of the interventions that the DPSA has been engaged in, in the past three years (e.g. on the outcome of the Integrated Implementation Programme (IIP), Recruitment and Selection, Performance Management, HR and EE planning, HRD baseline research, Senior Management Services, Negotiations and Labour Relations, etc).

The workshops were designed around the following themes in the form of presentations with a view to provoke a debate based on the DPSA experience in its interaction with departments at provincial and national level:

• Towards an Integrated HR in the Public Service.
• Setting the scene for improved service delivery.
• Attracting, maintaining, and retaining professionals in the Public Service.
• Beyond training and education in the Public Service.
• The state of Labour Relations in the Public Service.

Although the workshops were meant for senior managers in HR (i.e. level 13 and above), the majority of departments sent low-level practitioners. This raises serious concern to the DPSA since senior managers are responsible for strategic decisions. As a result, most of the lower level employees found it difficult to participate in the discussions.
Results of the Previous Evaluation Reports

The introduction of the new management framework in 1999 changed the culture of the public service. Accordingly, departments no longer depend on the central government for rules and procedures. Instead they have to interpret policy frameworks and develop policies.

Although this is a major paradigm shift, the general feeling among participants was that it was not supported by a proper change management strategy. The Integrated Implementation Programme, which is a good initiative to support the implementation of change, was not used and thus there was no prior assessment to establish whether departments are ready to successfully implement change.

The report revealed many interesting findings, and on the basis of those findings a number of subject-specific evaluations were done in the areas of recruitment and selection, performance management, HR planning, and training and development.

The results can be summarised as follows:

(a) Recruitment and Selection (OPSC)

(i) Advertisements vague — not clear what the key performance areas are
(ii) Short-listing criteria often not documented
(iii) Shortlists sometimes altered by senior managers/executive authority without referring to the job profile
(iv) Selection panels often not representative
(v) Panelists mostly not skilled in personnel selection and in utilising effective interviewing techniques
(vi) Results of the interviews are often not recorded.

(b) HR Planning

(i) Majority of the departments have no approved HR plans
(ii) Confuse HR plan with EE plan
(iii) HR plans not linked to the departmental strategic plan

(c) Training and Development

(i) Training is fragmented and uncoordinated
(ii) Not linked to service delivery and transformation
(iii) Not linked to strategy and not competency-based
(iv) Training providers not meeting the transformation demands

Issues in the above report and discussions that ensued led the DPSA team to conclude that there is a serious capacity problem within HR and that HR operates in "silos".

HR Readiness to be Catalysts for Change

(a) Competencies of HR practitioners: Status Quo

Until recently, HR in the Public Service and the country as a whole has never been seen as strategic for socio-economic development. In addition, despite the critical role that HR plays in the Public Service for improved service delivery, there has generally been little concern about the capacity of HR practitioners in the Public Service.

Also, recruiting HR practitioners has generally not been that vigorous because of a myth that HR qualifications are not a basic prerequisite compared to finance qualifications in accountants. As a result, the Public Service has an abundance of HR practitioners who are actually personnel administrators and do not understand the impact of their work on overall service delivery in the Public Service.

The end-result is a backlog in capturing leave forms on PERSAL which has resulted in a huge contingent liability for the state as an employer in terms of...
“unused” vacation leave days at retirement.

In one province it was reported that all labour relations practitioners are former shop stewards who are still loyal to their respective trade unions. As a result, during “stayaways” they don’t provide statistics required to effect the policy of “no work no pay”. They cited lack of proper training especially after appointment as the sole reason for such behaviour.

In addition, the quality of skills development plans by departments was very poor. HRD or training managers, among other things, see this as an add-on and an exercise to comply with the Skills Development Act, hence the delinking of the role of the Skills Development Facilitator from that of the HRD/Training Manager.

Generally, HRD/training practitioners see job profiling and job evaluation as the responsibility of Work Study officers. As a result, in most if not all provinces, this responsibility has been centralised in the Premier’s Office.

Job profiling and evaluation, however, is a good base for the development of individual or group development plans that feed into workplace skills plans, and are informed by the departmental strategic plans as illustrated in the following manner:

(b) Reasons behind the current status

Currently, because of too much specialisation in HR, many people work in silos and have no interest in jobs that fall outside their scope. As a result, there is less sharing of information and learning among officials. Most provinces do not have official platforms to share information, e.g. learning networks.

Secondly, while HR in departments is responsible for the development and implementation of performance management systems, its deliverables have not been clearly defined and it is not accountable to anyone for the results. This is because line managers and executing authorities do not understand HR roles and responsibilities.

Thirdly, the major obstacle at ensuring HR accountability is delegation of powers. As long as decision-making in HR still rests with the executing authority, it will be impossible to hold the HOD and HR units accountable for such decisions.

This is the situation in most provincial departments. Some of the executing authorities in these provinces try to justify the failure to delegate powers downwards by means of the Public Service Regulations, 2001.

The performance management system in the public service will remain a “pipe dream” if the fundamental principle of delegation of powers and acceptance of subsequent accountability is not addressed. Forces that feel threatened by the transformation of the Public Service will succeed in maintaining the status quo.

Fourthly, instead of being catalysts for change, HR practitioners are actually fuelling resistance to change by advancing thousands of reasons why things cannot be done differently.

So, the question is: How do HR practitioners ensure that HR practitioners are actually fuelling resistance to change by advancing thousands of reasons why things cannot be done differently?

Instead of being catalysts for change, HR practitioners are actually fuelling resistance to change by advancing thousands of reasons why things cannot be done differently.

Fourthly, instead of being catalysts for change, HR practitioners are actually fuelling resistance to change by advancing thousands of reasons why things cannot be done differently. They were also reported to use their interpretation of the law and proscript to instil fear amongst line managers.

(c) Deduction

It is clear from the above that HR in the public service is generally not ready for change. While there are exceptions to this statement, based on our interaction with provincial and national departments, and looking into evaluation/assessment reports mentioned earlier in this article, it is clear that a lot of work needs to be done to improve the capacity of HR in the public service.

Strategies to Reposition HR

One of the factors that emerged from the above discussion about why transformation of the public service is not happening as quickly as envisaged is a generally weak HR base. As a way of strengthening the HR base, delegates in the above-mentioned workshops agreed on the following as critical turnaround strategies:

(a) Improving HR’s capacity to drive the transformation process

Delegates expressed the need for:

• Standardised competency profiling of HR practitioners with a view to guide identification of standardised short-term, medium-term and long-term training and development programmes and to give direction in the development of relevant learnerships and the implementation of focused skills programmes.

• The development of a Model HR unit for circulation as a best practice and to assist Departments to restructure their HR functions.

• A benchmark exercise on the Public Service profile against best practices of comparable employers in the private sector and other comparable international organisations.

• The introduction of integrated uniform and flexible HR information systems.

• Line managers to be exposed to HR issues.

(b) Facilitating and improving information sharing in the Public Service

It was agreed that it is critical to:

• Establish a National HR forum — along the lines of the CFO council or GITO council.

• Establish an inter-provincial HR forum for the provinces to learn from each other.

• The development of a journal on HR issues (along the lines of the IPM publication).

(c) Improving the work environment for HR practitioners

To ensure that HR practitioners get the necessary support, it was agreed that strategies must be developed to foster:

• Buy-in from and support of top management.

• Linkages of the DPSA’s programme of action with regard to HR issues with departmental annual plans.

• The evaluation of the intended impact and unintended consequences of the Public Service regulatory framework.

• The introduction of incentives to encourage HR practitioners to upgrade their skills and competencies.
Performance Management as a Strategic Tool

Performance Management is not a stand-alone management tool. It is one of a suite of strategic management tools. These tools, when used together, are very powerful. To understand where Performance Management fits we need to clearly define what Strategic Management means, and to distinguish between strategic and operational management.

Strategic Management is “the planning, decision-making and actions that determine the success of the organisation in the medium- to longer-term”.

Two key features of Strategic Management are:
• the time-frame — Strategic Management is concerned with the medium- to longer-term (around five years); and
• the focus — is on outcomes rather than on inputs and outputs.

In contrast Operational Management:
• has a short-term time-frame (no more than 12 months); and
• the focus is on the inputs and outputs necessary to achieve desired outcomes.

In well-managed organisations, there are strong links between strategic and operational management.

At the strategic level, management is concerned about setting goals and objectives (which are the desired and, therefore, planned for outcomes) and formulating strategies (essentially identifying outputs) to achieve those outcomes.

At the operational level, management is concerned about formulating operational action plans and budgets (which document planned outputs and planned inputs of resources required to achieve those outputs) and the implementation of those action plans (that is, in managing the actual inputs of resources to achieve actual outputs).

At the most basic level, Strategic Management is about finding answers to three key questions:
• Where are we now?
• Where do we want to be in about five years time?
• How are we going to get from where we are now to where we want to be?

Typically, we address these three questions through strategic planning.

What is a strategic plan?
It is a broad master plan that:
• states the organisation’s mission and objectives, and
• shows how these will be achieved over a five-year period.
How then does an Operational Plan differ from a Strategic Plan?

An Operational Plan is "a one-year slice of the strategic plan expanded to show the input and output details of individual tasks, including their resourcing and scheduling".

This definition clearly shows the relationship between strategic and operational planning.

As suggested earlier, a Strategic Plan seeks answers to three broad questions. Operational Planning is concerned with scheduling.

Operational Planning and Budgetary Control. The key, however, is the focus. A properly constructed Performance Management System (PMS) focuses on outcomes rather than outputs and inputs, and it is this characteristic that firmly identifies Performance Management as a tool of Strategic Management.

Focusing on Performance Management

What exactly do we mean by performance management? There are many definitions. However, a classic example is that of Professor Jon S Bailey from the Florida State University in USA, and the Founder of The Society of Performance Management. He defines performance management as: "... the systematic, data-oriented approach to managing people at work that relies on positive reinforcement as the major way to maximise performance."

Note the three components of that definition:
- systematic (clear processes and procedures);
- data-oriented ("if you can't measure it you can't manage it"); and
- positive reinforcement (i.e. the system is used in a positive, non-threatening manner).

The United States Department of Energy also discusses a systematic, data-oriented approach to performance improvement within the definition of performance management, that is it is a systematic approach to performance improvement through an ongoing process of:
- establishing strategic performance objectives;
- measuring performance;
- collecting, analysing, reviewing, and reporting performance data; and
- using that data to drive performance improvement.

Before moving on to a specific method of performance management — the "Balanced Scorecard" — it is worth noting that the concept of a balanced set of performance measures is now widely accepted.

The central idea is to focus on a small set of critical business domains or fields and to use a small number of critical measures within each domain or field to measure performance.

There are several different approaches to this concept of using a balanced set of performance measures.

There is the classic "Balanced Scorecard" approach encapsulated by...
Robert Kaplan and David Norton in their renowned book, *The Balanced Scorecard*. Kaplan and Norton use four "fields" in their measurement of performance:

- **Financial** — How do we look to our stakeholders?
- **Customer** — How well do we satisfy our internal and external customers’ needs?
- **Internal Business Process** — How well do we perform at key internal business processes?
- **Learning and Growth** — Are we able to sustain innovation, change and continuous improvement?

The United States Department of Defence uses a similar set of fields for their Balanced Scorecard methodology:

- **Financial** — Cost efficiency, delivering maximum value to the customer for each dollar spent
- **Customer Satisfaction** — Provide quality goods and services, effective delivery and overall customer satisfaction
- **Internal Business** — Internal business results leading to financial success and satisfied customers
- **Learning and Growth** — The ability of employees, information systems and organisational alignment to manage the business and adapt to change.

It is evident that the US Department of Defence uses only slight variations to the classic Kaplan and Norton approach. As does Brisbane City Council in Queensland, Australia where the four fields used are:

- **Financial Outcomes Perspective**
- **Community and Customer Perspective**
- **Business Processes and Innovation Perspective**
- **People and Learning Perspective**

Before moving on to other variations of the concept of using a balanced set of performance measures it is worth looking at what outcomes Brisbane City Council (BCC) actually seeks to measure within each of the four fields.

For a private-sector commercial business, the bottom line is always a key objective. If you consistently fail to make profits then you will rapidly go out of business and no other objectives will matter any more. But the public sector is not driven by profit.

Under its Financial Outcomes Field,
BCC measures two key areas of financial performance:
- financial capacity (has it got the revenue base and reserves necessary to support the levels and standards of service delivery expected of it by its constituents), and
- value for money from Council’s business and services.

Under its Community and Customer Field, BCC focuses on what it sees as three key aspects of community and customer performance:
- customer service excellence — measured relative to objective service delivery norms;
- satisfied community, measuring how the community perceives service delivery, and
- the enhanced livability of the City of Brisbane.

Under its Business Processes & Innovation Field, BCC seeks to measure:
- continuous process improvement, which leads to more cost-effective service delivery;
- well-managed risk — essential for any public sector institution;
- strategic alignment — positioning the Council in relation to where it wants to be in the future; and
- innovation and product development — again aimed at continuous improvement in service delivery.

Finally, in its People and Learning Field, BCC focuses on what it sees as three key aspects of people and learning performance:
- flexible and adaptable workforce;
- capable employees; and
- satisfied employees.

The US National Partnership for Reinventing Government (NPR) advocates a “Balanced Measures” approach to performance management based on three fields:
- employee perspective;
- customer perspective; and
- business perspective.

In his book Keeping Score: Using the Right Metrics to Drive World-Class Performance consultant and management author Mark Brown suggests a model based on five fields:
- Financial Performance;
- Process/Operational Performance;
- Customer Satisfaction;
- Employee Satisfaction; and
- Community/Stakeholder Satisfaction.

I agree totally with author and consultant Mark Graham Brown who wrote that “... the most common mistakes organisations make is measuring too many variables. The next most common mistake is measuring too few.”

I have deliberately spoken about performance management at an organisational level. Organisations cannot achieve objectives. An organisation’s objectives are achieved for it. Organisations are inanimate, passive players. Their employees are the active players. Only they, working together, can achieve an organisation’s objectives.

An organisation will only achieve its objectives if most of its employees have workplace goals and objectives that are aligned with those of the organisation.

All this boils down to just one thing — performance management at an individual level is an integral part of performance management at the organisational level. Indeed, organisational management is ALL about achieving organisational outcomes through people.

So, when we set up a performance management system we need not concern ourselves about whether we are setting up a performance management system at the organisational level or whether we are doing it at the individual level.

The simple fact is that an organisational level performance management system that does not cascade down to the individual level is like a house built on a foundation of sand. There is no stable base and it is doomed to failure. Similarly, an individual level performance management system, unrelated to organisational goals and objectives, is a nonsense concept.

In the next section, we look at the steps involved in introducing performance management into an organisation.
MUST clearly be steps along the path to achieving the longer-term objectives.

**Step 2: Establish an integrated performance measurement system**

What do we mean by an integrated performance measurement system? There are at least three aspects of integration:

- Integration across fields (e.g., Financial, Customer, Internal Business Process, and Learning and Growth).
- Integration through organisational levels (e.g., Corporate, Branch, Section, Individual).
- Integration of annual measurements with five-year objectives.

Integration across fields goes to the heart of the balanced scorecard idea. The various fields are not independent of each other. They interact with each other in often complex ways. The beauty of the balanced scorecard concept is just this interaction. We are forced to make decisions from among competing, desirable goals.

Integration through the levels we have already spoken about. Essentially, we cascade objectives and their measurements down through the organisation. We start with corporate level goals and then determine what branch level goals must be achieved in order to achieve those corporate goals. But branch goals will be achieved only if key section goals are achieved and these, in turn, will not be achieved unless individuals working together, achieve their workplace goals.

Finally, it is essential to break down five-year goals into annual goals that, together, will achieve the longer-term goals. This is an essential step in ensuring the vital connection between the strategic plan and the performance management system.

**Step 3: Establish accountability for performance**

Performance Management works if individuals are held responsible for achieving realistic strategic performance outcomes that they have had a role in determining and to which they are committed.

It cannot be stressed enough that corporate bodies do not achieve anything in themselves. They are merely structures that allow the individual corporate staff to achieve individual outcomes that, collectively, become the outcomes of the corporate body.

Only human beings can be held accountable for performance. Allocating accountabilities among corporate employees is a key to achieving a workable performance management system.

**Step 4: Establish a process or system for collecting performance data**

A common management saying is: “If you can’t measure it, you can’t manage it.” True enough, but what are we going to measure? Perhaps our old friends, Kipling’s Six Honest Serving Men can help us. Remember how the poem goes:

*I keep six honest serving-men (They taught me all I knew); Their names are What and Why and When And How and Where and Who.*

What are we going to measure? Answer: Those things that indicate the achievement of significant desired outcomes.

Why measure those indicators? Answers: Because these are the indicators of how well we are performing in our jobs in relation to the significant outcomes we are trying to achieve. In other words, they are key performance indicators (or KPIs).

When are we going to carry out the measuring? Answer: Ideally it would be simultaneously with the achievement or otherwise of the outcome.

This is not always possible, of course, but the longer the interval between performance and its measurement, the less useful the measurement as a management tool.

How are we going to collect the measurement data? Answer: By whatever cost-effective means that satisfies the criteria of:

- relevance;
- timeliness;
- accuracy; and
- ease of collection.

Where are we going to find the data? Answer: This is easy — where outcomes become apparent.

Who will collect the data and who will make use of it to manage performance?

Answer: To both questions, the ideal person is the person whose performance is being measured. Realistically, however, someone else will collect the data although we should always try to use a performance management system to promote self-management by staff.

**Step 5: Establish a process or system for analysing, reviewing and reporting performance data**

We are often told that we live in an “information rich” age. Wrong! We live in what might be called a “data polluted” age. Although I suspect that a “data polluted” age might be a more accurate description.

Data only becomes useful when it has been turned into relevant information. That requires analysis, review and reporting to the person or people capable of making use of that information.

**Step 6: Establish a process or system for using performance information to drive improvement**

I call this the forgotten step. The whole point of a performance management system is that it is a tool for performance improvement. But improvement will only happen if there are processes in place to review progress towards the achievement of outcomes for informing decision-making aimed at performance improvement.

The management of outcome achievement is what strategic management is all about.

**Conclusion**

Used as a component of a corporate strategic management system, an integrated and balanced individual performance management system can become a “… systematic, data-oriented approach to managing people at work that relies on positive reinforcement as the major way to maximise performance”. As such it is a powerful tool for improving both individual and organisational performance.

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Governments throughout the world are faced with the challenge to modernise their processes to provide services to citizens at ever increasing levels of convenience. This is a result of the fact that:

- citizens are becoming more and more sophisticated due to the exposure to modern technologies in their daily lives, e.g. cellphones; and
- ever-increasing levels of service experienced by citizens in their dealing with business, e.g. internet banking.

The availability of and access to Information and Communications Technologies (ICTs) offer opportunities to governments to interact with citizens in ways that traditional mechanisms cannot achieve. The question in this context is: what is e-Government, and what are its promises and benefits to citizens?

- e-Government is about:
  - using technology (especially ICTs) as an enabler to facilitate government service delivery by improving internal operations of government, reducing costs and turnaround times, increasing accessibility of public services to citizens, and enabling them to interact with government through multiple channels at their convenience;
  - rethinking current service delivery mechanisms and finding the best possible ways to deliver the same services more effectively. The integration of related services across and within departments with a view to allow the citizen more convenience when dealing with government; and
  - redesigning the way in which government is organised in a manner that makes sense to the citizens.

e-Government does not suggest doing away with traditional contact-type service delivery mechanisms but rather that these be complemented by more effective and convenient means by taking advantage of technological innovations. Obviously it is hoped that with time, electronic transactions will take over from the traditional physical contact-type services as more citizens get accustomed to dealing with government electronically in much the same way as Automatic Teller Machines (ATMs) have become the primary means (for many bank customers) of dealing with banks.
Current Fragmented Service Delivery

Currently, government is organised according to departments, which operate in silos. They are all governed by specific regulations, which often do not encourage the seamless sharing of information between systems, even if the systems are within the same department. This leads to a situation where certain processes requiring the authorisation or interaction of different systems/departments are prolonged. For example, in order to apply for company registration (which is done by the DTI), it is necessary to verify that the directors of the company do not have a criminal record; this database is kept by the SAPS. It is also necessary to check whether the directors have permanent residence—a database which is housed at the Department of Home Affairs.

This process requires the interaction of at least three departments and therefore implies that requests have to be made in writing to the particular departments for them to do a search on the individuals applying for company registration whether they comply with the requirements of the law. This situation impedes the speedy delivery of services to the citizen. Often the citizen is burdened with having to move from department to department inquiring about the status of their applications.

The citizen therefore carries the burden of identifying the department responsible for the delivery of a specific service and if interdepartmental interaction is required the citizen becomes the integrator. The citizen also has the burden of supplying the same information every time they interact with government.

Integrated Customer Service

For government to work better (i.e., to the satisfaction of citizens), it is necessary that government is organised according to business processes rather than according to departments. The organisation of government should be such that citizens can easily interact with government resulting in improved service delivery. The citizens should be able to request services and information about government from a single point. Government service delivery should be organised in a manner that is organised around the citizen’s life events: from cradle to grave for a natural person and from incorporation to dissolution for businesses.

ICTs offer avenues that facilitate such an organisation of government service delivery. A multi-channel delivery approach, which gives the user of government services an option to choose the medium and channel that they are comfortable with, is possible. This will complement the current contact-type approach to service delivery, with the use of kiosks, intermediaries, retail outlets, telephone and faxes, as well as cellular phones.

In order to ensure social inclusion, it is possible to use technology in a manner that enables citizens with various disabilities to interact with machines through voice prompts and other mechanisms that take into account their disabilities and ailments. Government wants to ensure the delivery of information and services to citizens in a language of the citizen’s choice. Citizens who do not feel comfortable dealing with government in either English or Afrikaans, should have the option to interact with government in any of the 11 official languages.

The use of ICTs to speed up delivery of services, will have the benefits of the following.
Increased productivity in the Public Service — Government services will no longer be confined to the normal office hours thus enabling the processing of far more transactions than with current contact-type services. Citizens will be able to interact with government anytime of the day using any medium they are comfortable with. This also offers avenues for the training of current data capturers in order to enrich their jobs to focus on other functions such as approvals of leave etc.

Citizen convenience — Citizens will deal with government as and when they want to through a channel of their choice.

Reduce costs of service delivery — Whilst there will be huge investments in infrastructure in the beginning, it is foreseen that the migration to e-Government will in the long term result in reduced costs for service delivery.

The integrated customer service foreseen through the Gateway presupposes that the customer will have a single view of government in its entirety. The citizen will have a central point through which he/she can access public services thus eliminating the need for the citizen to have an understanding of how government is organised in order to deal with government.

Technology will act as the integrator of government services, allowing citizens the opportunity to give government information once and have it updated in all the relevant databases of government. This will ease the burden of supplying information to government as and when some details or information about the citizen change; there will be a single place where this information can be changed.

It must be emphasised, though, that technology is but just a means of enabling this; there needs to be a careful look at the business processes and a legislative framework rework to enable the seamless sharing of information.

What informs government’s vision on e-government?

Our vision about using technology as an enabler to fast-track public service delivery is premised on the following:

- the increase of productivity;
- reduction in the costs of service delivery; and
- provision of convenience to the citizen.

These are in turn supported by four pillars, which rest on the foundation of competent skills to drive and support government ICT.

The pillars are the following:

- Inter-operability;
- Information Security;
- Economies of Scale; and
- Elimination of Duplication.

The appropriate institutional framework to ensure the realisation of this vision has been set up and comprises among others agencies such as SITA. SITA is the prime systems integrator and also has a role of being the central procurement agency of government ICT goods services, thus enabling the realisation of economies of scale and elimination of duplications.

The Centre for Public Service Innovation looks at encouraging innovation in the Public Service as well as setting up of Public-Private Partnerships.

The Government Information Technology Officers’ Council (GITO Council) advises the Minister for Public Service and Administration on the appropriate policies to use of technology in government to facilitate service delivery. There are also a number of key role players apart from the above-mentioned, which mainly comprise government departments involved in the ICT sector.
Case Studies and their Value in the Public Service

Case studies have historically been used as interactive teaching methods by mostly and exclusively those in the academic world. In the academic world, case studies have been used to demonstrate real life examples of what happens in the actual life of public servicing.

Useful as they are for relevant and contextually based teaching, teaching/classroom based case studies tend to lack the contextual understanding of what happens in the real world of public servicing. As the process of public service transformation begins to unravel some experiences and lessons, and the need to inculcate a learning culture in the public service, the use of case studies relevant and derived from that experience is becoming increasingly important.

The case for case studies

In order to find practical solutions to the challenges public servants face, and to avoid to reinvent the wheel as has happened many times in the public service since transformation began, there is a great need to share real practical good and best practices, and nurture a culture of learning from each other’s experiences. Case studies are important tools to facilitate that process. Numerous projects are being implemented and methods tried and tested. The results coming out of these trials and projects contain lots of valuable lessons and solut...
should provide the reader with sufficient background to the project, the processes involved, the nature and uniqueness of the intervention, the results achieved and lessons learnt through that experience.

What follows is a guide on what to incorporate in writing good case studies that have practical relevance to public service delivery. Although it is not exhaustive, we encourage practitioners to use this guide as a basis in developing their cases and write-ups

- **Background**
  This first part of a good case provides a background and introduction of the project and gives the audience/reader an understanding of the circumstances and the context that led to its initiation.

- **Problem**
  Building from the background, this section highlights the specific problem(s) that justified the case for initiation of the project and intervention.

- **Method/Intervention/Solution used**
  Perhaps the most central ingredient of a good case study is the description and explanation of the intervention/solution used in addressing the problem, and how it was/is.

- **Results achieved**
  Results are very important as they reflect and demonstrate the outcome of the intervention and methods used in the execution of the project. In a very practical way/s, what did the intervention/project do to the beneficiary community/ client? How did it address and change the previous situation and the problems.

For example, to what extent did a successful crime prevention programme reduce the crime rate, or if it is a programme in progress how is it progressing/what are the tangible demonstrated results thus far? What were the other unintended results achieved? What were the major obstacles and, if they were overcome, what method was used to do that?

- **Lessons learned**
  A case study is a learning tool. A case study must be replicable — one of the important ingredients of a good case study is that it must provide the reader, be it an official or member of the public, with lessons to learn and to adapt those in their own situations.

In the public service delivery sphere this is important because it provides others with ideas in implementing similar projects in their own domains, what to anticipate and expect and/or not expect, how to deal with challenges, and avoiding mistakes.

What can the reader and the general public learn from the project? What should they do and not do? What were the problems and challenges, and how best to deal with them? Highlight how the project dealt with issues of integration, co-ordination, etc, and what the results were.

A good case identifies the issues, explains what happened, reflects on them, and raises key emerging conclusions.

There exists a greater need to use case studies as knowledge and learning tools that practitioners in various fields in the public sector can use to improve service delivery.

non-governmental organisations are renowned for their best practices derived from their own experiences with working with communities on the ground. The public sector has to follow these trends.

Case studies are a knowledge and learning tool which contribute to improved service delivery, and often in the public service their potential is not always fully understood and appreciated. It is also important to bear in mind that a case study is not just past or completed projects, but can also be projects and work in progress with some important lessons to learn.

Through this journal, we are keeping a repository of best practices through cases. We have published and disseminated case studies on best practices on road and public works service delivery improvement, mobile community policing, putting people first through multi-purpose community centres, restructuring of state assets, social development and poverty alleviation, to name but a few.

**Exploring a Case Study methodology relevant for public service**

As a powerful knowledge and learning tool, it is important to explore what the important ingredients of a practically relevant and replicable case study are and what it should aim to achieve. It could be said that a good case study should provide the reader with sufficient background to the project, the processes involved, the nature and uniqueness of the intervention, the results achieved and lessons learnt through that experience.

What follows is a guide on what to incorporate into good case study that has practical relevance to public service delivery. Although it is not exhaustive, we encourage practitioners to use this guide as a basis in developing their cases and write-ups.

- **Background**
  This first part of a good case provides a background and introduction of the project and gives the audience/reader an understanding of the circumstances and the context that led to its initiation.

- **Problem**
  For example, in a social development, project case study, a background could be the geographical location of the area and extent of socio-economic backlogs, demographic profile of the targeted community/beneficiaries, factors that precipitated the initiation of the project, etc.

- **Method/Intervention/Solution used**
  In a successful crime prevention case study, background could be the crime profile before the intervention, historical and present law and order and policing and trends in the area, etc.

- **Results achieved**
  For example, in a social development project case study, a background could be the geographical location of the area and extent of socio-economic backlogs, demographic profile of the targeted community/beneficiaries, factors that precipitated the initiation of the project, etc.

- **Lessons learned**
  In the public service delivery sphere this is important because it provides others with ideas in implementing similar projects in their own domains, what to anticipate and expect and/or not expect, how to deal with challenges, and avoiding mistakes.

What can the reader and the general public learn from the project? What should they do and not do? What were the problems and challenges, and how best to deal with them? Highlight how the project dealt with issues of integration, co-ordination, etc, and what the results were.

A good case identifies the issues, explains what happened, reflects on them, and raises key emerging conclusions.

There exists a greater need to use case studies as knowledge and learning tools that practitioners in various fields in the public sector can use to improve service delivery.
Themba Maluleke, Project Manager of the Alex Renewal Project, highlights the difference between two major urban renewal projects, in Alexandra and Katorus townships, and draws our attention to the lessons learnt from both projects.

This paper discusses Urban Renewal Project approaches in South Africa with specific reference to the two large programmes that have been developed in Gauteng: the now complete Katorus Special Integrated Presidential Project (KSIPP) and the Alexandra Renewal Project (ARP). These projects are used as the case studies for illuminating the lesson for similar large-scale urban renewal projects. The secondary aim of the paper is to highlight the key differences between these two projects as an illustration of the generic and the unique components of project areas and the resultant approaches that need to be adopted.

Introduction to Urban Renewal Projects

The KSIPP was the first approved RDP Presidential Lead Project, later termed Special Integrated Presidential Projects or SIPPs. These projects were defined within the RDP, the base development document and philosophy that emanated from the new government in 1994. It has been noted that RDP was more than a development framework for the country. It aimed at reordering politics, the economy and society.

The national profile projects that flowed from it or were located in the same era had high and wide-ranging expectations of comprehensive approaches to development. The notion of focused development, of focusing energies in one area, came out of a need to provide visible, quick delivery as a means of showing government’s willingness and capacity to deliver.

Seven urban renewal projects were identified for areas in crisis “to kick-start development in major urban areas, focusing on violence-torn communities and communities in crisis” (RDP White Paper, September 1994). They were initiated within the first 100 days of South Africa’s newly elected, democratic administration.

These seven and later 13 projects that were linked with the RDP and with South Africa’s first democratic development wave, then, were chosen largely for their visibility, potential impact and capacity to be implemented in the short-term.

A second political term heralded a new set of area-based development projects in 1999. These renewal projects were also area based. They were conceived in a more stable political climate than their SIPPs predecessors and their consequent objectives tend to focus on both visibility and broader, long-term development objectives from the outset. The key Gauteng project in this realm is the Alexandra Renewal Project.
Case Study

Objectives of the Katorus Special Integrated Presidential Project

The Katorus Special Integrated Presidential Project (KSIPP) is one of the most comprehensive development projects ever undertaken in South Africa. It is estimated that the population of the area defined as Katorus (incorporating Katlehong, Thokosa and Vosloorus) is one million. The KSIPP was initiated by then-President Nelson Mandela as a Reconstruction and Development Programme in November 1994 with the approval of R645 million, and completed (save for minimal outstanding projects) five years later in March 1999.

The overall aim of the KSIPP was "to repair, rehabilitate and provide housing, security, social and engineering services in Katorus so as to:

• Establish a safe and secure environment where law and order is upheld by an effective police service.
• Ensure the effective and ongoing provision of engineering services. The target level for service provision was:
  — A secure and effective water connection to each stand;
  — Wet sanitation or a flush toilet on each stand;
  — House to house refuse removal;
  — Effective road accesses to every stand including tarred primary and secondary roads and gravel tertiary roads;
  — Domestic electricity to each stand; and
  — Telephone and postal services to each stand on demand.
• Provide schools, libraries, adult education, clinics and hospital services that are at standards and levels that are found nationally in South Africa.
• Provide recreational facilities within walking distance and in terms of the needs and priorities of each community.
• Provide housing within the framework of the RDP to as many families as possible.
• Provide access to safe and convenient public transport including rail, bus and taxi.
• Ensure the effective administration of Local Government services with payments by residents of reasonable charges for acceptable services received.
• Promote the development of formal and informal business."

It is notable that these objectives reflect the priority needs as identified up-front, i.e. the normalisation of the areas and a focus on the upgrading of engineering services in Katorus during that period in Katorus:

• Engineering services including sewerage, refuse removal, roads, storm water, rail, electricity and telephones were rehabilitated throughout the area.
• Three new police stations and 23 satellite police stations were established, 68 patrol vehicles were purchased and an SOS emergency communication system was established.
• Some 2 000 houses damaged during violence in the area were repaired, emergency services were provided to...
all informal settlements, and 12,500 new houses were developed.
- One hundred schools were repaired and upgraded, 15 clinics were repaired and extended, three sports stadiums were upgraded, 500 community constables were given life skills training, and 120 youths were given hard skills training.

The level of completion at the end of the five-year programme represented by total expenditure was 96.4%.

At the official opening of Parliament in February 2001, the State President announced a seven-year plan to redevelop Greater Alexandra in Johannesburg.

The estimated budget for the Alexandra Renewal Project is R1.3 billion over seven years.

**Objectives of the Alexandra Renewal Project**

The Alexandra Renewal Project seeks to fundamentally upgrade living conditions and human development potential within Alexandra by:

- substantially reducing levels of unemployment,
- creating a healthy and clean living environment,
- providing services at an affordable and sustainable level,
- reducing levels of crime and violence
- upgrading existing housing environments and creating additional affordable housing opportunities, and
- de-densification to appropriate land.

This will be undertaken in a manner that encourages high levels of community involvement, civic pride and sustainable local authority administration.

From the outset the two projects were different in that socio-political factors and objectives, and particularly the stabilisation of the area, directly motivated Katorus, while Alexandra was motivated by socio-economic factors with unemployment and overall environmental improvement receiving high priority. The ARP is focused on achieving a new urban form that is reflective of a new South Africa.

**The case for the two townships**

**Why Katorus?**

The history of Katorus was fairly typical of urban black townships, being under-developed, deprived of basic services and devoid of institutional management.

The combination of active under-investment in these areas which were seen as dormitory towns in the apartheid era, and the institutional collapse of the illegitimate Black Local Authorities, resulted in these areas being extremely poorly serviced, lacking in basic social amenities and economic opportunity, and being social hotbeds of crime, violence and extreme competition for limited resources.

The combination of active under-investment in these areas which were seen as dormitory towns in the apartheid era, and the institutional collapse of the illegitimate Black Local Authorities, resulted in these areas being extremely poorly serviced, lacking in basic social amenities and economic opportunity, and being social hotbeds of crime, violence and extreme competition for limited resources.

The housing environment consisted of single detached and attached council houses, newer “bonded” housing environments, informal settlements and hostels. Much of the conflict in the area centred around the informal settlements and hostels, and while the war had many roots it was often focused on conflict between rival political factions and competition for resources between the hostels and informal settlements, equally deprived and marginalised in Katorus as they were.

The apartheid conditions that held for Katorus also held for Alex, but locally and institutionally conditions in the two areas were unique.

Katorus comprised three adjacent but administratively distinct townships each allied to a white (later transitional) local authority. Spatially it is a region that is widely spread out. The KSIPP was born at a time of transitional local government.

Here the conservative East Rand white towns were amalgamated with black local government and typically with the civic structures of these areas.

The Katorus Special Presidential Project (KSIPP) was a direct response to devastating high-profile violence in this area in the early 1990s.

The majority of the people who died in violence from 1990 to 1994 came from Katorus.

The KSIPP emerged out of this urban war in the weeks before the first democratic elections.

The KSIPP was to normalise an area where full-blown war had accentuated the terrible legacies of apartheid. It was to symbolise the development focus of the new government. It was to show a new way, a new approach to development.

**Why Alex?**

Alexandra, on the other hand, is a high-density environment in a confined location, under a single administrative authority. This well-located square mile slipped through the apartheid land legislation, and so became the one place where black people could live close to Johannesburg. It is an anomaly in planned segregation that shaped urban “black South Africa”. For unlike most other townships, Alexandra is located 3km from the wealthiest suburbs of Johannesburg and possibly the wealthiest in Africa, the plush area of Sandton. This is also the emergent prestige office and conference and hotel environment of Johannesburg. Directly adjacent to Alexandra are the industrial belt of
Wyneberg and the mixed-use belt of Marlboro which is designated for industry but which has been the site of much residential occupation of underutilised and abandoned industrial property in recent years.

There are between 4 700 and 6 000 residential erven in Alexandra housing some 350 000 people at an average density of 770 persons per hectare. The housing environment consists of formal houses, brick or corrugated iron structures attached to the formal structures, attached rooms, subdivided dwellings, backyard rooms and shacks, freestanding shack settlements, hostels created as single-sex accommodation, several complexes of flats.

Throughout its history the growth of Alex was restrained. There were repeated attempts by the authorities to remove this area and to disassociate from it. So much so that it was termed Dark City and Nobody’s Child.

Repeated attempts at removals and at restructuring the area into a hostel environment were matched by political repression. Neither the spatial nor the political efforts succeeded in defeating the social movements and pressures in Alex. It became a political hotbed and in the institutional impasse created by the demise of black local authorities it furthermore grew within itself until it was bursting at the seams with both freestanding informal settlement as well as rooms and shacks filling every yard around the original housing form in Old Alex.

The Urban Renewal Approach

Project management

Both Alexandra and Katorus were consultant driven projects, managed by contractual arrangement with provincial government, by a private sector team of consultants. The key project heads of this team comprise a technical project leader and an overall, politically focused project manager.

Whereas the project manager was in effect the primary managerial interface between the project, government and civil society — the “political head” of the project — the project team leader assumed primary administrative responsibility. The split of functions between these two key role-players was evolved over time in the Katorus projects and was more or less carried through to the Alexandra project where the almost identical team of consultants formed the core consulting team.

Reporting to the project team leader in Katorus, were six functional co-ordinators, covering the different project dimensions: security, engineering, health, welfare and education, sport, recreation and business, housing, and communication. (In Alexandra additional functional areas of planning, heritage, and local economic development were defined). These functional co-ordinators did not implement projects, but supervised stakeholders and implementers towards implementation.

Because the private sector team is contract-based it is performance driven, an incentive often not in place for public sector officials. This structure also enables the focussing of energies on specific focus areas as well as the crossover between areas without bureaucratic process and delay. But the consequent lack of decision-making power on the part of consultants can frustrate processes.

Business Planning

The development of business plans for both Katorus and Alex ensure a conscious budgeting of time and resources and an up-front prioritisation of programmes. They provide yardsticks for delivery and expenditure and are key management tools in assessing the parameters of performance so critical to these projects: delivery and pace.

Phasing of Urban Renewal Projects

The Urban Renewal Projects are high-profile, dedicated, short term interventions. They are in a sense “shock treatments” for areas in distress. But they are also of national importance and serve potentially as models for further projects. As such their critical success path is time driven rather than routine driven. The measure of their performance relates to timing, expenditure (delivery) and scale of impact.

While detailed approaches varied according to the peculiarities of each area, the broad stages of planning were similar in the urban renewal pockets. These are described below:

The Katorus project was implemented in four phases:

Phase 1: The implementation of emergency repair projects.
Phase 2: Repairing, consolidating and maintaining those facilities that were already in existence in the area.
Phase 3: Upgrading the services and facilities in the area so that it moved towards having the facilities and services that are set for the rest of South Africa.
Phase 4: Developing additional and new facilities in the area.

These phases guided the implementation throughout the life of the project and were applied in each sector. They proved to be a successful framework as the securing of basic levels of health and safety in the early stages allowed the
projects that required longer lead time to undertake planning work. Each stage secured the conditions for the following to operate.

Pre-Planning Phase:
- Identification of a Geographical Area of Intervention: It is important to clearly define the physical area of intervention. This enables the projects to direct and limit its intervention.
- Assessment of need: In both projects this was a broad-brushed assessment but it provided a basis for determining the key interventions required.
- Preparation of a broad business plan: The business planning approach enables the estimation of timing, cost and scale of the project. At a broad level this needs to be understood at the outset. It determines the milestones and markers for all subsequent work.
- Lobbying of key political decision-makers in each sphere of government.
- Establishing the administrative and political approval processes: Throughout the project the streamlining of the administrative and political processes will be essential. Both for determining what these processes will be and for obtaining political buy-in for the project from officials and politicians, the highest level before the projects are initiated, this step is important. The processes themselves will be refined as the project progresses.
- Establishing the broad parameters: This concerns the functional areas under which the projects will be planned and implemented. In Katorus and Alexandra these included housing, engineering services, communication, health, welfare, sport and recreation among others.
- Identifying the broad parameters: This concerns the functional areas to determine the parameters of the project are determined.
- Setting up a management system: A lean and effective management team is required to drive the process through implementation. Once the parameters of the project are determined a team of dedicated specialists is appointed to head the project segments or functional areas.
- Detailed studies: In this phase typically detailed studies are carried out in each functional area to determine the nature and scale of need, the state of existing infrastructure, the organisational issues and authorities responsible for addressing needs.
- Development of a first round of detailed business plans: These business plans are in the first phase focused on investigation, on capacity building for implementation and on structuring relationships that will be essential for implementation.
- Developing Special Administrative Procedures: Focus high profile and high-pressured projects require dedicated administrative procedures and these need to be put in place. They include dedicated procurement arrangements, dedicated decision-making paths and other processes to eliminate red tape and ensure the smooth flow of projects.
- Securing buy-in: The marketing of these projects is essential and while high level buy-in is sought at the outset, the buy-in of the community structures and of stakeholders at all levels needs to be done in the planning phase. Structures for ongoing participation are established.
- Physical planning including the spatial framework for development, the identification of future land use patterns, and infrastructure webs, the identification of land for various uses, the resolution of land tenure.
- Training: the training and capacity building of officials, civic structures and community members to implement and sustain projects needs to be initiated in the planning phase so that capacity is developed timeously for implementation.
- Capacitation of line function departments: These additional project burdens will necessitate additional staffing and resource allocation. The commitment to these and to their ongoing funding needs to be achieved, most often from local and provincial government departments responsible for the ongoing servicing of the interventions.
- Keep to time and budget: Controlling the budget and timing of each intervention is essential. Dedicated project managers with accountability for implementation are necessary for ensuring that each programme’s performance is efficient.

Ongoing maintenance and management
- A maintenance plan must accompany all projects.
- Projects must have built-in sustainability components including ongoing funding and sustainability of the positive economic, social and environmental impacts of the interventions.
- An ongoing review of the performance and sustainability of projects is required. Such a review must be linked to reparative action.

Some key distinctions between KESPP and ARP
Capacity to Implement
While Katorus was initiated within administrative structures including former black townships at a time when these were still functionally separate from their associated white local authorities, Alexandra was implemented under the ambit of an integrated Johannesburg administration. Many of the teething problems of the early establishment of integrated authorities had been overcome by the time the ARP emerged. On the other hand the more secured administrative structures did not allow for the extensive appointment of new officials or creation of new posts that was possible in the Katorus project.

Spatial Focus
The Katorus project was focused on establishing stability in a war torn area. As such its spatial focus was related to flashpoints of conflict. Although major infrastructure was improved or devel-
oped across the area, key housing interventions and upgrading was focused on areas determined to be of greatest need particularly in relation to their propensity for conflict.

The Katorus SIPP also focused entirely within the boundaries of Katorus as a high-impact kickstart for the area. Its regional perspective was extremely limited.

The nature of spatial planning in the Katorus project was marginal rather than central. While a spatial framework was developed, this was done as part of the housing projects and was not prepared at the commencement of the projects, nor did it guide development in the KSIPP (although it has been used as a key planning tool in the region subsequent to the KSIPP).

The ARP on the other hand tends to be both Alexandra-focused and more regional. Beyond the boundaries of Alex, land identification and economic development are being pursued.

The economic location of Alex proximate to business necessitates this outward focus.

Planning was accorded primary importance at the initiation of the Alex project. This functional area led to the development of a spatial planning framework for the area and serves to coordinate the physical interventions of all other functional areas.

These key contrasts relate to the importance of space and land in the two project areas. In Alex land occupation is at a premium, the locational value of land is high and competition for territory is pronounced. These factors did not exist in the Katorus of 1994.

**Employment**

In Katorus, a total of 2,100,774 person days was spent on some form of employment creation, according to the KSIPP March 1999 monthly report. It was also reported that more than 1,300 people from the community received formal training in areas ranging from practical building skills to life skills.

In Alexandra a more open approach to employment and a more regional perspective is being adopted. Here the skills needs of the surrounding area are important to the future of employment policies and a narrow focus purely on the security or building needs of the ARP projects will not be appropriate.

**Some Key Lessons Learnt**

No level of government must take precedence over any other. The decision-making related to these projects is highly complex and all spheres of government need to be committed to it. It is essential that project managers do not alienate any sphere of government and that they be able to coordinate the efforts of often competing senior officials from different spheres. This represents a new way of working and one that does not obey the traditional hierarchy of decision-making. Rather it follows an approach that acknowledges they key decision-making points unique to each project and nurtures those, whether local, provincial, national or a combination of these.

The projects are national imperatives. They therefore need to serve as models of innovation. They also need to be used to demonstrate government policy and new thinking.

The design phase of these projects is typically two years long. In this time much of the work is of a technical and administrative nature and may show no visible delivery. The danger in this is that both officials and community stakeholders may lose patience and enthusiasm. The importance of short-term delivery of high-profile projects in this era must be emphasised. In addition
all opportunities for marketing, whether through launches, or theme days or radio and print media must be seized.

A key factor in the success of management within both the Katorus and the Alexandra project is the up-front acknowledgment and incorporation of the political and technical levels at which the projects would have to operate. The employment of a project manager and a team leader, with one taking primary responsibility for political concerns and the other managing the technicalities of delivery, enabled a smoothing of the flow of projects and process.

The value of a functional area approach whereby the project is divided into different line programmes is that it allows specialist attention to areas, allows a comprehensive approach within areas, and ensures that lines of accountability for each area are identified. Furthermore quality control is possible within defined boundaries of operation. It also allows for special interest groups and special projects to be catered for.

The approach, however, can only succeed with correct co-ordination between different functional areas and this is typically the role for the project manager. Project management is required to unblock political and administrative blockages that face all functional areas. It is furthermore essential to determine which areas of operation are to be maintained within a functional area and which are the areas of overlap that require a holistic approach. In Katorus and Alexandra, the areas of holistic intervention included administrative processes, community participation at the broad level, tendering and procurement procedures, and the political interface of the project.

Integration between functional areas around particular projects and around project principles is necessary. In Alexandra, for instance, the integration of welfare, health and housing in projects aimed at providing for the accommodation needs of persons with special needs (the disabled, etc.) is critical to the success of any intervention.

The danger of inadequate integration is that the programme as a whole could disintegrate into splintered interventions. Projects in different functional areas may also compete against one another for resources, decision-making and profile.

The value of high-impact visible projects is that these are politically important in legitimising government action and they get the buy-in of key decision-makers and politicians. At the same time they build community confidence in the projects and in the area and so promote support for the projects as well as the necessary positive image of the area required for future community commitment to, and investment in, the area.

The threats of a consultant-driven approach relate to the capacity of organs of the state to take over and maintain initiatives that are implemented through consultant management. In order for this to be effective a dedicated plan for handover needs to be developed and needs to be structured into the project.

The building of capacity of officials throughout the projects and their involvement at all stages is essential, as is ensuring that decision-making about project implementation occurs within authorities that will be responsible for ongoing management of interventions. While broad approaches can be developed, these need to be adapted to local circumstances. Each area offers unique problems, social relations, tensions and spatial realities. These will alter the project approach fundamentally.

The sustainability of projects requires an up-front understanding of the holistic nature of development and an approach that is ultimately integrative. So the concept of housing needs to be seen as a housing process providing for a whole living environment, a serviced and viable neighbourhood, rather than the provision of shelter.

Furthermore infrastructure cannot be planned in isolation from the programmes that are required to service, maintain and staff the infrastructure.

In a project that is large and that comprises different functional areas while pursuing integration, a fine-tuned assessment of what must be integrated and what must be split at the level of planning and of implementation is needed.

Politicians often get hooked into short-term high-profile goals. Balancing these with long-term sustainable development objectives is important. Sustainability depends on ongoing affordability. On the one hand this may require that appropriate technology and levels of services are designed to ensure low-cost maintenance such as for electricity where overhead cables are easier and more cost effective to maintain even if technology and aesthetic dictate that underground systems are preferable.

In other cases the development of high-cost, high-quality infrastructure, such as in the building of schools or clinics, can ensure lower costs in maintenance.

The ongoing impact of the project needs to be appropriately focused on the broader region. So training and employment promotion, for instance, need to focus on the economic needs and employment capacity of the environment around the project area. This avoids the employment created being short-lived.

It also avoids a dependency on the project for employment. Thus it is in the interests of the projects to promote training and employment in areas of endeavor that may not have any bearing on the infrastructure developed within the renewal project.

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In March 2002 the Premier of Gauteng formally opened Folateng. This event was received with huge support and great excitement. Folateng, a Sotho word for “Place of Healing”, is a network of private wards or differentiated amenities that are set up within Gauteng’s public hospitals. Each ward gives the patient the quality and convenience of private health care with specialist physicians and cutting-edge technology that only a long-established hospital has the capacity to offer. The main aim is to attract private patients back into the public sector and generate additional income.

“Folateng” is a revolutionary rethink about how public health care will be delivered in future. What is it that we need to be excited about? Before we answer this, we should look at some of the challenges facing the public health system.

**Background**

The clinical care in most public hospitals is of an acceptable standard. In the main it is not better or worse than the private sector. Certainly for tertiary care in institutions like Johannesburg, Chris Hani Baragwanath and others our services are equal if not better than the private sector. The problem is really our “hotel” services. In other words the quality of food, cleanliness, availability of linen, negative attitudes and other frills like TV and bedside telephones. Customers generally vote with their feet — poor hotel services will continue to be the single obstacle to attracting consumers on health insurance or who have the ability to pay.

In addition, the health sector in South Africa has to contend with problems such as:

- huge budget pressures;
- perceptions of declining quality of care;
- public perceptions that the public health sector is for the poor; and
- declining revenue collection.

Against this rather bleak background, it became evident that something had to be done; hence the “folateng” initiative.

**Objectives**

How will Folateng begin to address some of the above challenges? This strategy seeks to achieve a few key things:

- Change the view that public hospitals are for the poor.
- Ensure that under- and non-utilised state assets and resources are worked to produce additional revenue.
- Enable the availability of affordable low-income insurance packages for blue-collar and informal sector workers.

In this case study, Sagie Pillay the Chief Executive Officer of Johannesburg General Hospital, shares with us the experiences of a project aimed at attracting private patients back into the public sector and thus generate additional income.
• Develop an interface for public-private interactions.
• Retain doctors and other health professionals within the public sector.

**Folateng** changing the face of Jo’burg Gen

Following a Cabinet decision a pilot project was initiated at Johannesburg Hospital to attract paying and insured patients. Gauteng Premier Mthathama Shilowa and Health MEC Gwen Ramokgopa officially opened the first Folateng ward at the Johannesburg Hospital in July 2002. In order to make “folateng” effective, the provincial government invested a lot of money to enable Jo’burg Gen to offer the quality and convenience of private health with similar frills as available in private hospitals.

For starters, there is ample parking for visitors and patients. When it comes to food, patients have a wide choice of tasty and healthy meals. There is a maximum of four beds per ward and, for those who want more privacy, private suites are available though in limited number. Patients in all these wards enjoy a choice of television and radio channels.

Folateng offers a full range of special-ist and sub-specialist services supported by access to the latest research and best practices via a network of information sharing with national and international professionals.

Customers will have all the privileges of the private sector but at prices that are affordable and sustainable.

Starting with 27 beds in May 2002, bed occupancy had increased to 95% by November 2002. The unit intends to increase the number of beds to 250 by the end of 2002.

For the first time, this gave members of medical aids and private patients access to quality treatment and care in public hospitals.

Who benefits?

The current users of public hospitals: This project will bring in significant additional revenue that otherwise would not be available to the public sector. This revenue will be used to improve very basic aspects of curtains, linen, crockery and key equipment requirements for our public patients. Over time we will be able to offer a better, more acceptable hotel services to all public patients.

Health professionals: Presently many of our health professionals do remunerative work outside the public sector (RWOPS). This means that they see private patients outside their normal hours and admit them in private hospitals. The Folateng initiative is a way to enable our doctors, nurses and other health professionals to improve their income by doing their remunerative within public sector (RWOPS) at Folateng. The competing needs of public and their private patients can be better managed on one site. The public sector doctors will no longer have to drive from one hospital to the next to treat their private patients. The monitoring of RWOPS will be easier and less confrontational.

Medical Aids: The fees for private patients at Folateng are significantly lower than the Board of Health Care Funders (BHF) rates. Strict clinical protocols with appropriate drugs use will be introduced for all patients, public or private. All clinical work will be peer reviewed with teamwork encouraged at all times. Only appropriate and clinically indicated interventions will be done. Health professionals will practice ethical medicine every time. Johannesburg Hospital will compete on price and quality. For the tertiary and highly expensive services a differentiation will be made on expertise and price.

Insured customers: Price will be low, co-payments lower and benefits stretched over a longer period. Hotel and clinical quality will be the same or better. Patients will have access to highly trained and experienced doctors, nurses and allied health professionals. Patient rights will be respected with proper information sharing before and during the health care experience.

A key strength of public hospital is 24-hour on-site availability of a cross section of medical officers and specialist radiographers and anaesthetists, and other professionals who work as teams to provide comprehensive health care. Uninsured patients: A more affordable hospital service makes it possible...
for schemes to market low-cost insurance packages hence an increase in the pool of insured patients. This also lays the foundation for the introduction of an affordable and sustainable Social Health Insurance system. In the interim those individuals with the ability to pay would get better value for money and spend less.

Preferred Provider agreements

Gauteng Health Department will be marketing the differentiated amenities under the brand name Folateng. Services offered will range from level one to highly specialised services. Presently, preferred provider agreements are being negotiated with various schemes to deliver a range of services on a fee for services basis but at rates significantly lower than private hospitals.

Currently on the African continent many countries send patients to Europe and North America for specialised care and have to pay in foreign currency. Folateng becomes an attractive, affordable and convenient option, and already there is huge interest from many countries on the continent.

Progress to date

Medical schemes and private patients alike have enthusiastically received the project; by mid-November 2002 over 600 in-patients had passed through Johannesburg Hospital’s Folateng unit. Disciplines treated to date include cardio thoracic surgery, neurosurgery, orthopaedic surgery, general surgery, renal surgery (including two kidney transplants) and internal medicine. Bookings have also been received for patients requiring antenatal care. In addition to proving popular with South African patients, the facility has also attracted patients from Malawi, Seychelles, Uganda, DRC, Angola and Burundi.

In order to meet demand, the facility will be expanded early in the New Year to cater for dialysis and gastroenterology patients and will include a dedicated intensive care unit and operating theatre.

Conclusion

The pilot has unleashed incredible enthusiasm and innovation from all the managers and frontline workers and clinicians. It demonstrates a strong determination to succeed!

Folateng is a unique approach for the public sector. It is a bold and visionary step forward and suggests a public sector that is considering revolutionary ways to improve access, quality and value for money. We are all learning by doing.

It is hoped that once the project has been successfully implemented at Johannesburg hospital, further rollout will take place in order to provide patients and funders with a well-developed network of Folateng facilities. This will include Helen Joseph, Pretoria West and Sebokeng Hospitals.
The business of every government is or should be to improve the lives of its people. It does so by providing infrastructure to facilitate economic growth and development; by implementing development programmes or strategic interventions for specifically targeted social groups and areas that are disadvantaged; by providing or facilitating access to social services; or by directly supporting needy households or individuals; and so on. The sum total of all this is service delivery to individuals and households. In a democratic environment, governments stay in power or survive on the basis of how well they have delivered essential services to the electorate.

The service delivery concept does not mean the same thing to everyone. However, in this article, it refers to services delivered by the public service and other government agencies to the public at large, as well as to interest groups that rely on government services for their functioning. Interest groups include government institutions, private business, non-governmental organisations, civic organisations, international organisations, and so on.

As part of the democratic process, governments are called upon to account for their mandate to govern, which, in practice, amounts to service delivery. The accounting process often involves measuring performance using measures based on statistics generated from sample surveys and administrative data or parameters from censuses.

The standard framework for accountability has been to set up an agency or system to measure government performance. The agency is usually a National Statistics Office (NSO) or, increasingly of late, a National Statistics System (NSS). A NSO or a NSS produces “official” or “national statistics”, that is statistics used in the public domain. One often finds NSOs even in countries with undemocratic governments because of other benefits of official statistics beyond the measurement of accountability for government performance. In summary the role of official statistics is threefold:

• Centred on activities around the gross domestic product (GDP), official statistics provide a meaningful description of a country’s economy.
• National statistics also provide a

Measurement and service delivery

How the National Statistics System Impacts on Service Delivery

Akiiki Kahimbaara, Executive Manager, National Statistics System Division within Statistics South Africa outlines how the National Statistics System (NSS) that has recently been established in South Africa is poised to improve upon service delivery in the country. The article starts by outlining the role and functions of official or national statistics in measuring delivery of services by government. The main point made is that the NSS will enhance service delivery by measuring government performance much better than is currently the case.
description of the distributional aspects development among social groups and geographical areas, such as those vulnerable to poverty.

• In so doing, they provide a window on the work of government and on how effectively the government is doing it.

• Official statistics also support decision-making processes by the wider community, including the private sector.

We establish from the foregoing that measurement is an essential aspect of service delivery. Just about every country has an official agency set aside to produce “official” or “national statistics” as a means of assessing government performance. South Africa is no exception; Statistics South Africa (Stats SA) is the statutory organ of state mandated to produce official statistics.

In South Africa, in particular, official statistics perform five major functions, all intrinsically linked to effective delivery of services. We briefly describe them hereunder.

Engendering social debate
A key element of a democratic society is the ability of the citizenry to engage in debates that affect their life circumstances in order to influence the direction of their development. To be able to engage in social debate meaningfully, the citizenry must have attained a certain degree of economic literacy such that it is able to discuss government policies, strategies and targets; and are able to advocate their own preferences. In short, they are able to participate in public affairs.

All said and done, economic literacy promotes the essential characteristics of democracy — transparency and accountability in government. These characteristics are essential ingredients of effective and efficient delivery by government, and especially the public service that implements government policies.

However, before the citizenry can be economically literate, they have to be statistically so. In this sense then national statistics are a necessary ingredient of service delivery.

Resource allocation
A second function of national statistics is to facilitate resource allocation. Examples of the use of national statistics for this purpose include allocation of funds to provincial and local governments by the Finance and Fiscal Commission (FFC), and the allocation of grants to provincial and local governments by the Department of Housing. In this way the use of national statistics fundamentally contributes to objectivity in allocating resources for service delivery.
Design of development programmes and interventions

The design of development programmes and interventions requires detailed analyses of situations. As we have stated earlier, the main objective of such programmes is service delivery. National statistics provide data for these programmes.

Monitoring progress

National statistics provide indicators for tracking progress in the implementation of a given development plan or intervention. This is an aspect of monitoring the effectiveness and efficiency of programme implementation and subsequent service delivery. Production, both of intermediate (or process) indicators and of final indicators, constitutes most of the work of a NSO or a NSS. Intermediate indicators consist of input indicators (or resources) and output indicators (or products resulting from the use of resources).

Final indicators, on the other hand, consist of outcome and impact indicators. Outcome indicators measure the extent to which intended beneficiaries of a development programme or intervention have actually benefited from it. They are established through sample surveys and censuses, and measure access to, use of, or satisfaction with services delivered. Impact indicators measure the contribution of a specific programme or intervention to a given outcome.

Report on outcomes

National statistics are the main source of data for assessing the impact of government policies and programmes on intended beneficiaries. The President’s annual state-of-the-nation address is an example of a report on outcomes.

Organising for better service delivery

We have hitherto discussed the relevance to service delivery of official or national statistics. This section outlines a new and more efficient way that has been established to transform the current practice of producing national statistics. The new way takes the form of the national statistics system that has just been established, and already referred to. To appreciate how the NSS will improve upon social services delivery requires an appreciation of the current state of national statistics in South Africa, and what needs to be done for it to be transformed into its desired state. The following, among many others, characterise the current state of national statistics in South Africa:

- The system of statistical production in the country is very fragmented, which is a legacy of the past policy of apartheid.
- There is lack of quality in existing statistical information because there are no standards against which to judge output.
- There is clearly a lack of reliable information on disadvantaged social groups, which constitute the majority of the population.
- Users are faced with the problem of having to manage disparate outputs of competing data peddlers.
- There exists a mismatch between existing statistical output and user needs because there has not been much opportunity for users to articulate their needs to producers.
- There is also insufficient capacity in terms of skills to produce the required statistics.

The overall result has been a post-apartheid information gap for planning and decision-making. The gap has created a desperate need by all the post-apartheid spheres of government for information, resulting in a free-for-all situation that has generated all sorts of information peddlers and problem solvers such as consultants, market research agencies and international agencies. It is not unlikely that some of the products peddled are of questionable quality.

It is the unsatisfactory nature of the current situation that has led to the establishment of a NSS. The idea of a NSS is not unique to South Africa, as it is at the moment regarded as international best practice.

Nevertheless in the South African context, establishment of a NSS has been necessitated by a number of imperatives. In this respect reliable statistical information is needed for:

- policies and programmes required to drive social transformation; and this requires coordination of statistical production in the country;
- socio-economic development and good governance in terms of implementing the principles of the Reconstruction and Development Programme (RDP) and government priorities;
- facilitating integrated planning by introducing standards and quality dimensions into the production.
As already indicated, implementation of the NSS has already begun. The system was launched in September 2001. A NSS division was set up at Stats SA to implement the system in December 2001. Since then the division has reached a number of milestones. An international workshop was held in Cape Town last April to discuss best practice regarding the process of indicator identification required to support departments through a process of skills transfer. The ultimate aim is to empower departments to identify indicators on their own. The main recommendation from the workshop was for Stats SA to work with FOSAD Clusters and departments to clarify policy questions for which indicators would be needed. There has been success in this area, consistent collaboration continues to occur between Stats SA and all the five clusters as well as the departments of Housing (the most successful so far), Health, Education, Agriculture, Social Development and CSR. Stats SA is also involved with the Department of Science and Technology, ISRDP and the Community Development Programme. Stats SA is represented in all clusters in order to appreciate policy issues better for the purpose of better measurement. A framework document for certification of statistics from departments other than Stats SA has been drawn up. A framework document on monitoring and evaluation concepts has also been completed. The NSS will benefit stakeholders in several ways. The government and other users will get policy questions directly and deliberately addressed with regard especially to the provision of baseline information and M&E. They will also benefit from the integrated planning that the system will facilitate. Producers will benefit from a reduced workload, will be more effective and efficient, and will speak the same language not only through sharing standards but also by producing coherent datasets. Suppliers will benefit from reduced response fatigue arising from a reduced number of producers seeking data from them. A reduction in response fatigue should lead to improved quality through improved response rates. In general the country will save resources by minimising duplication, and by building capacity that will be able to sustain statistical development. As would be expected, however, there are a number of challenges facing implementation of the NSS. A main challenge is the difficulty for policy makers and top managers of departments to break with tradition, characterised by a lack of a culture of measurement and the prevalence of crisis management in the public service.

There is also the issue of hierarchy, where informed staff at times find it impossible to access top managers in order to assist them with requisite information for decision-making. Thirdly, there appears to be less use of skilled staff already in the public service than consultants who might be even less skilled. This may not further the interest of sustainable development in certain instances.

Fourthly, lack of a clear clarification of roles is a challenge. Who is responsible for indicator identification is not always clear to clusters, when the responsibility should lie with users. There is currently a belief that Stats SA has the responsibility of coming up with indicators on policy questions which it is not aware of.

Lastly, there are insufficient skills in statistical and policy analysis.

In spite of the challenges, which we believe will be resolved in due course, the NSS is poised to transform service delivery by the public service in a fundamental way. In particular, it will inculcate in the public service a culture of measurement which will entrench M&E in the planning process.

Thus before any development or intervention programme is implemented, users will have been identified, goals set, programmes defined, indicators identified, targets set, and baseline information gathered. Only then should the programme be implemented. Monitoring will then follow by tracking indicators over time and geographical areas.

Finally, evaluation or programme impact assessment will take place in order to enable policy review. How better can transparency and accountability be effected in the delivery of services by the public service?
Advocate Simom Jiyane, M.D. Court Services, Gauteng Justice regional office, explores innovative ways that have been introduced to ensure that our courts are run efficiently.

Prior to the promulgation of the Constitution of the Republic of South Africa, 1996, on which our new democratic order is founded, our courts were managed by legal professionals. Chief Magistrates were in charge of magistrates’ courts while Supreme Courts (the current high courts) were managed by Registrars under the guidance of Judge Presidents.

The new democratic order brought far-reaching changes into our legal system. The Constitution provides for the principle of separation of powers in terms of which the three branches of government, namely the Legislature, the Executive and the Judiciary, have distinct roles under the Constitution and they function independent of each other in order to effect necessary checks and balances.

In terms of the principle of separation of powers it is no longer desirable to burden members of the judiciary with executive responsibilities and expect them to report to the Director-General as the executive arm of government. Consequently the judicial officers had to relinquish their executive responsibilities and this provided the Department with the opportunity of introducing the Court Management concept, which led to the creation of Court Managers’ posts in the larger courts throughout the country. In the long term the Department hopes to appoint Court Managers in all courts.

The Department took a holistic view and reviewed the existing structures and processes with a view of improving the efficiency of our courts. To do this exercise the Department established the Re aga boswa project which looks at business process reengineering with a view to revamping the current inefficient structures and processes in the courts. Courts are the nerve centre where our constitutional and legal system is tested.

If the courts are ineffective our world renowned Constitution and our profound legal system become meaningless to the ordinary people who flock to the courts daily to seek redress. The current restructuring process follows the policy decision taken by the Department during November 2000 to reconfigure itself into core-business orientated Business Units governed through a Board of Directors constituted by both executive and non-executive members.

The Board comprises Managing Directors (Deputy Directors-General) of the eight Business Units, the Chief Justice, the Chief Executive Officers of the National Prosecuting Authority, the...
Legal Aid Board, the Chief Justice and members representing the public interests and drawn mainly from the legal and business fraternity.

The Minister, or in his absence the Deputy Minister of the Department, chairs the Board. The Court Services Business Unit, under the leadership of its Managing Director Advocate Simon Jiyane, is one of the core Business Units of the Department and its mandate is to render administrative support to the courts to enable them to function smoothly in dispensing justice to the citizens of the country.

The other Business Units are the Master, the Legal Advisory Services, Human Resource Management, Information Systems Management, Public Education and Communication, Legislation and Constitutional Development and the Office of the Chief Financial Officer.

Project Re aga boswa

Project Re aga boswa is part of the overall Criminal Justice Strengthening Programme (CJSP). The CJSP is a strategic partnership initiative aimed at supporting and strengthening the capacities of the Department of Justice and Constitutional Development’s core business (i.e. Prosecution, Court Services and Adjudication) in order to make the Criminal Justice System in South Africa swift, effective, accessible and efficient.

Re aga boswa is the mainstay project of the Department and as its name signifies, it looks at rebuilding new structures and processes at the courts to improve the standard and quality of service delivery at the courts. (The name Re aga boswa is a Sotho phrase translated into English as “we are rebuilding/reconstruction”). The project is governed by a specially constituted Steering Committee chaired by the non-executive member of the Department of Justice and Constitutional Development’s Board of Directors, Advocate P Mkhawulani. The Steering Committee reports to the Director-General Advocate Vusi Pikoli as the ultimate Accounting Officer of the Department.

The project is designed to support the vision of the Department of Justice and Constitutional Development, which is to transform the judicial system into a legitimate system, which gives effect to the principles enshrined in the Constitution, and is customer focused and organised in line with the “Batho Phele” principles.

The primary objective of Project Re aga boswa is to develop a detailed organisation and process design for the Court Services Business Unit that covers all aspects of a national, and local organisation, structure and procedures to support a decentralised operating environment for the courts. In a nutshell the project seeks to:

- Create an enabling environment for the smooth functioning of the courts;
- Provide support services to the Judiciary, the prosecution and other court users to ensure swift and equal justice for the people of South Africa;
- Ensure that value is added in return for the funds allocated for the administration of justice by proper utilisation of resources and efficiency through performance management; and
- Provide quality policy advice to the Minister and Government concerning all aspects relating to the functioning of the courts.

The project is scheduled to run for three years commencing from August 2002, and the following are some of the benefits that will derive from the restructuring process:

- The resources of the Department, both human and financial, will be rechanneled to the courts where they are needed most.
- Staff at the courts will be capacitated through relevant training programmes to provide quality services to all court users.
- The appointment of Court Managers and other court functionaries will free up valuable and scarce resources in the Judiciary and Prosecution from routine administrative functions and thereby enable them to focus on their core functions. This will in turn enable the judicial resources at a court level to focus on the reduction on the backlog of cases and reduce the cycle time of reported cases.
- Through the implementation of Service Level Agreements and establishing an internal customer service culture, consistent, reliable and responsive support services will be provided to the Courts.
The project is implemented in two phases, the first, which has been completed, looked at designing a new model for court services, and the next phase, which will start at the beginning of 2003 focuses on the implementation of the model.

The model will first be piloted in KwaZulu-Natal between February and April 2003 and thereafter it will be rolled out to the rest of the country.

**Strategic Priorities for 2003**

**Appointment of accountable Court Managers**

The appointment of Court Managers has brought a number of positive spinoffs for the Department. The reallocation of administrative functions to Court Managers has freed more time for Magistrates.

More magistrates have been reallocated to courts and as a result more courts are sitting daily and judicial officers have more time to focus on the cases before them and engage in extensive legal research to improve the quality of their judgments.

On the administrative side the Court Managers who are appointed are those with multiple competencies relating to leadership, resource (people and financial) management, conflict resolution, coordination and planning. It is an open secret that since the 1980s the finances of most of the courts have never been as carefully managed as the Department’s turn to appear before the Parliamentary Standing Committee on Public Accounts

The biggest challenge is to turn that around and Court Managers stand at the forefront of this challenge. It is for that reason for eligibility to be appointed as Court Manager one must show the ability to manage funds.

**Implementation of an integrated court management system**

One of the most significant recent innovations to be brought into the courts is the development of a sound and effective court management system in terms of which individual cases are tracked down from the moment they enter the system until finalisation. The United States was the first country to develop a coherent court management system and recently the experts who developed the system were invited to South Africa to conduct a seminar for Court Managers, Judges, Magistrates and Prosecutors as a stepping-stone towards the development of our own system.

Comparable studies were also made with the Singaporean and New Zealand jurisdictions to benchmark best practices that can be adapted to our own system. Through the implementation of a case management system the Department seeks to:

- Introduce an integrated approach to case management within the Justice Cluster to ensure that the Police, Correctional Services, the Prosecution and the Courts operate in a co-ordinated way in terms of planning and resource allocation. This will eliminate the current situation where it is convenient and easy for one functionary to pass the blame to another for all the failures and ills of the justice system.
- Judges and Magistrates are encouraged to play an active role in case management and thereby dictating the pace of the trial. Currently litigants (Prosecutors and Attorneys) dictate the pace and this leads to the finalisation of cases being prolonged. This will reduce unnecessary postponements and cases will be finalised within acceptable cycle times (the time from reporting of a case to finalisation).
- Proactive positive interventions will be made during the passage of a variety of litigation types to ensure that case flow management facilitates, access to justice and blockages are addressed before the matter comes to court for trial.
- Most of the cases that enter the courts are not trial-ready and this lead to huge withdrawal of cases. The court management system will ensure that all cases are assessed and made trial ready before they enter the system.

**Implementation of the Promotion of Equality and Prevention of Unfair Discrimination Act**

The National Treasury has been approached to provide the much-needed resources to implement the Promotion of Equality and Prevention of Unfair Discrimination Act (the Equality Act) and the Department has made some funds available to start implement the Act on an incremental basis.

The implementation of the Act will go a long way towards addressing racism, which continues to undermine our democracy.

As we undergo the restructuring process which takes into account the provisions of Resolution 7 of 2002 issued by the Department of Public Service and Administration, it becomes crucial to ensure the employees of the Department, members of the Judiciary and the Prosecution and all court users including members of the public that the current changes are for a good cause.

The transformation of the Judiciary goes beyond the appointment of a representative bench that reflects the demographics of society. It also implies transforming old structures and attitudes to give way to structures and processes that are capable of delivering an efficient and effective service delivery.
In 2000 Charles Kendall & Partners (CKP) were appointed to the Integrated Provincial Support programme. CKP was responsible for the procurement, management and administration of all professional services on behalf of programme partners, and for the financial management of programme funds. CKP provided a technical and logistical support ranging from travel to conference and function arrangements, to the provision of technical assistance on projects, and assistance to partners in the management of over 100 significant projects in a complex multi-donor environment.

CKP and iSeluleko are pleased to announce their appointment to the second phase of the IPSP and will be providing support in the following areas:

- Procurement
- Administration and management systems
- Financial management, control and reporting
- Project and programme management
- Capacity building and skills transfer
- Logistics and operational support
- Reporting, monitoring and evaluation

The partnership between CKP and iSeluleko marries CKP's depth of international experience with South African knowledge and experience of government and society. We believe this is crucial in building effective relationships and ensuring successful programme results. CKP-iSeluleko intends to contribute to development within South Africa through the provision of high calibre professionals to government and donors, and to the wider communities they serve.

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Code of Conduct for Public Functionaries

An Effective Control Measure or a “Lip Service”?

Because a human being is fallible, it has to be accepted that unethical behaviour by public functionaries may probably occur. Public functionaries should be able to identify the manifestations of unethical behaviour and devise measures to combat such behaviour. The catalogue of unethical behaviour includes the protection of, or covering up of, incompetence, fraud, bribery, corruption, sexual harassment, nepotism, victimisation, subjective and arbitrary decisions, disclosing of confidential information, tax evasion, speed money and manifestations of inefficiency and ineffectiveness.

The above manifestations of unethical behaviour have generated a general and widespread concern about the ethical behaviour of public functionaries. As a consequence, a similarly general search for remedies. Remedies that in some cases are aimed not only at penalising this improper conduct or misbehaviour, but also to prevent this from happening, and to encourage acceptable behaviour. Remedies for unethical behaviour include institutions for promoting constitutional democracy. These institutions include the Public Protector and the Public Service Commission.

Codes of Conduct

There are two types of codes of ethics. These types are the phantom code of ethics and the formal code of conduct. These types of codes of ethics will be discussed in the following paragraphs.

Phantom Code of Ethics

Ethical codes are general statements of principles. How public employees interpret these principles, understand their meaning and depend upon the ethical culture of the municipal service. The ethical culture provides the contextual significance that translates these principles into actions. The codified principles, then, only have practical significance in so far as they are exemplified in the behaviour of those modelling behaviour within the public sector. Especially influential as ethical role...
models are those individuals selected by the departments of the public service to hold positions of responsibility, specifically those with whom the public official engages in meaningful interaction. Individuals in these positions are sanctioned leaders, those who have been imbued with authority. These persons usually occupy a higher level on the institutional structure than those looking to them for ethical guidance. Public employees carefully attend to how duties are performed, what behaviour leads to reward, what behaviour is rewarded most highly and what behaviour leads to lack of rewards or retribution (Jurkiewicz, 1999:10).

Leaders are the primary influencers of ethical conduct in the public service. Leaders, both formal and informal, are seen as responsible for the ethical standards that govern the behaviour of subordinates in the public service, they set the moral tone and they are personally responsible for the set of ethics or norms that govern behaviour. While formal leaders do not have monopony on creating public service culture, their authority gives them an enhanced ability to influence value systems and establish codes of behaviour, since they can reward or punish those who follow or ignore their lead (Morgan, 1986).

It is essential for senior public employees to personify the values of the public service and as such provide tangible role models for junior public employees to follow. Senior public employees show their subordinates the right (model) way of behaving at work (Deal & Kennedy, 1988:18-15). If unethical practices exist at the top of the hierarchy, it is likely to permeate the entire public service.

Rasheed and Okoru (1993:44) argue that the unethical practices known to exist in Africa start at the top of the political and public service leadership and flow down the ranks by example. Once the head gets rotten the body has no chance of escaping the cancer. For example, if senior public employees at the top who are well paid are engaged in the manifestations of unethical practices, the attitude of the traffic officer to his/her job is likely to change drastically and he/she will see nothing wrong in taking a bribe, for example to release a driver who violates a road sign. In this atmosphere, all senior public employees discover illicit ways of obtaining money from their jobs.

Senior public employees need to first set an example or display their ethical behaviour and then their juniors might imitate them. To create the public service climate that contributes to the development of ethics and accountability, senior public employees need to set an ethical example in (i) their own behaviour and (ii) the functioning of the public service. Public service policies about punctuality and loyalty to one’s work are just so many words if senior public employees disregard them in their actions.

Many junior public employees may develop the perception that it is not necessary to develop acceptable values when the senior public employees do not regard them as important. Modelling is a powerful form of social influence. If senior public employees expect their juniors to have respect for public properties such as official vehicles, senior public employees should respect their official vehicles too.

Whereas formal ethical codes lose credibility when violations go unforced, and most codes have no mechanism for enforcement, the phantom code of ethics is never subject to such a reduction in impact. It is a virtual code, internally consistent yet mutable, and always accountable in terms of rewards given or withheld. The definitiveness with which public employees display an understanding of the phantom code of conduct is attributable to its simplicity and immediacy. Public employees see witnesses to multiple daily demonstrations of what constitutes acceptable behaviour.

Given the lack of relevant encounters with the formal code, it is more easily viewed as unrealistic and not applicable. This contributes to duplicity where there are things public employees say they do, which exist in contrast to the things they actually do. To have the same impact as the phantom code of ethics, the public service needs to align its formal code of conduct with the behaviour exhibited by those in positions of authority.

The necessary process is analogous to a mission statement translated into a vision, and then into measurable goals, then into specific individual contributions to those goals, which in turn are rewarded through compensation and promotion. In order for the formal code of conduct to meld with the phantom code of ethics, such an alignment must take place. The formal code of conduct must be viewed as an amplification of the phantom code of ethics if it is to exercise behavioural control (Jurkiewicz, 1999:12-13).

Formal Codes of Conduct

In this section, the objectives of codes of conduct, characteristics of effective codes of conduct, advantages and limitations, sources of codes of conduct and making the formal code of conduct will be discussed.

Objectives of codes of conduct

Objectives of a code of conduct include promoting public trust and confidence in the ethical performance of public employees; decreasing, and, if possible, eliminating, unethical practices by discouraging and punishing them; legitimising the imposition of sanctions for unethical behaviour; sensitising both current and aspiring public employees to the ethical and value dimensions of bureaucratic decisions; reducing uncertainty as to what constitutes ethical and unethical behaviour; developing skills in the analysis of ethical and value issues and assisting public employees to resolve ethical and value dilemmas and promoting moral development (Chapman 1993:18).

Both public employees and their political office bearers benefit from the increased public trust in government that tends to result from the careful drafting and effective administration of a code of conduct. A code of conduct provides a means by which political office-bearers can hold public employees accountable for their activities. In addition, if ethical standards are raised by the existence of a code, the chances that the government of the day may suffer political embarrassment from the ethical misconduct of its public employees are reduced.
Members of the public receive both psychological and practical benefits from ethical performance by public employees. Taxpayers are assured that public employees on the public payroll are less likely to use their positions for personal gain. Therefore, citizens can expect and demand that public employees serve them in an equitable and impartial manner (Kernaghan & Drewich, 1993).

The Code of Conduct for Public Servants (Public Service Commission: Undated) was drafted with the purpose of giving practical effect to the relevant constitutional provisions relating to the public service, acting as a guideline to public employees to what is expected from them from an ethical point of view, enhancing professionalism and helping to ensure confidence in the public service. Although the Code of Conduct was drafted to be as comprehensive as possible, it does not provide a detailed standard of conduct.

Heads of departments are, in terms of Section 7 (6) (b) of the Public Service Act, 1994 (Proclamation 103 of 1994), inter alia, responsible for the efficient administration of their departments and the maintenance of discipline. They may therefore supplement the Code of Conduct in order to provide for their unique circumstances. Heads of department should also ensure that their staff are acquainted with these measures, and that they accept and abide by them. These departmental codes of conduct should be agreed upon with the appropriate representative bodies of public employees and promulgated in writing to every public employee. It can therefore be argued that the Code of Conduct contributes to developing ethics and accountability in public employees. The reason for this is that public employees will endeavour to perform their duties effectively and efficiently for them not to violate the provisions of the Code of Conduct and get punished.

The most important requirement of the code of conduct remains the attitude of its employees towards their work, employer and members of the public. If employees do not adhere to the code of conduct in actions and attitudes its success would be seriously impaired.

Making the formal code of conduct a living document

The mere existence of formal codes of conduct has no discernible impact on the ethical behaviour of public employees (Jankiewicz, 1999:13). In balance, there are three other contentions equally clear in the literature about what does influence the ethical behaviour of public employees:

• the process of formulating of code conduct;
• regular, upon discussions of ethical issues; and
• integrating the code with both public service practices and values of the indigenous people.

The process of formulating a formal code of conduct can be effective mechanism for disseminating public service values if it is an inclusive one. This is not supposed to be a top-down process. Differences in opinions should be illuminated, discussed and evaluated without any attempts to convince or cajole. Developing a mutually acknowledged framework of values as they evolve from these sessions provides a basis upon which to engage in regular, open discussion of the ethical dimensions of specific behaviour, policies and practices.

Broad invitations to engage in such debates afford public employees an opportunity to achieve greater alignment between what they feel they ought to do and what they actually do (Jankiewicz & Thompson, 1999:41-53).

According to Bowman (2001:350), to make the code of conduct a living document, to align their values with existing power structures: guidance on its use including implementation procedures, case materials and study resources, and commonly-asked questions and answers must be included; it must be integrated into the personnel system, from recruitment through training to evaluation; and must provide the basis for the institution to undergo periodic ethical audits to identify contemporary issues confronting it.

Another way of making the codes of conduct a living document is by informing members of the public about deviant behaviour not expected of public employees. Members of the public should also be sensitised to the provisions of the codes of conduct of public employees to enable them to serve as effective whistleblowers. One powerful instrument for making a code of conduct a living document is the exemplifying of ethical behaviour by senior public employees. For junior public employees to behave ethically, as instructed by their seniors, they have to see them behaving thus in words and deeds (which is the real function of the phantom code of ethics).

The establishment of an ethics office, manned by an ethics officer, is essential. This office’s major role will be to instil ethical behaviour in public employees. It must serve as a resource centre, with various documents related to ethics, including codes of conduct of public and private sector institutions. The ethics officers should be able to provide guidelines on the implementation of the code of conduct to concerned public employees. Ethics officers must also be able to advise public employees as far as ethical dilemmas in a working situation are concerned.

Advantages and Limitations

The first complaint made by critics of public service codes of conduct is that the broad ethical principles contained in many codes of conduct are often difficult to apply to particular situations. A second and related concern is that codes of conduct, even if they contain detailed provisions, are difficult to enforce; many codes of conduct contain no provision for their enforcement.

Third, given the considerable size and complexity of the public service, it is difficult to draft a code of conduct that can be applied effectively and fairly across all departments of the public service. Fourth, codes of conduct are ineffective in dealing with systemic mal-administration where the public service professes an external code of conduct which contravenes internal practices and where internal practices encourage, and hide violations of the external code of conduct.

Fifth, a code of conduct is regarded as a “lip service” as senior public employees and political office bearers fail to abide by its provisions (Mafunisa, 2000:31).

Advocates of codes of conduct in the public service acknowledge that codes
alone are not sufficient to ensure ethical behaviour but contend that codes can effectively promote some of the objectives outlined above and make a modest contribution to achieving all others.

In addition, it is argued that careful drafting and effective administration of codes of conduct can overcome the critics’ concerns (Chapman, 1993:19). The key to ensure the effectiveness of codes of conduct is to create an environment where a high standard of professional behaviour is the norm. While every public employee is responsible for his/her own conduct, most junior public employees will take their cue from their senior public employees, and therefore senior public employees have a particular duty to set and maintain high standards of honesty, responsible use of resources, punctuality and conscientious performance of their duties (White Paper on a New Employment Policy for the Public Service, 1997).

Towards Professional Ethics: From Codes of Conduct to Codes Ethics

According to Bowman (1999:7-8) rule-based codes of conduct are more often imposed on (and often resisted by) employees with no advice for effective implementation, training and development, or recognition of the importance of leadership modelling. Attempting to convert the realm of ethics into the realms of law, this coercive, quick-fix strategy usually reduces ethics to legalism by focusing on both the lowest common denominator and penalties for deviations. The strategy does little to promote a philosophy of excellence or to engender a sense of personal responsibility.

In contrast, codes of ethics demand more than simple compliance; they mandate the exercise of judgement and acceptance of responsibility for decisions made, which is the real work of ethics. Acknowledging the ambiguities and complexities of public service, codes of ethics offer interpretative frameworks to clarify decision-making dilemmas. In short, codes of conduct detail what a public employee must do to avoid punishment and stay out of trouble. A code of ethics relies on instilling internal controls, the moral maximum. It is not only concerned with adherence to the codes of conduct and the law, but also with the cultivation of virtues, integrity and character. This is mainly done through the socialisation process, which is the formation of “character and conscience” (Selznick, 1992:125). It is the process by which public employees learn the public service values and norms and develop the work behaviour and attitudes necessary to perform their specific public service roles. Norms are informal rules of conduct that emerge over time to regulate behaviour that are considered important in the public service (George, 1995:495).

Hart (1992: 15) emphasises that acting morally, both intentionally and voluntarily, is essential for moral character in public administration. Such moral actions are exemplary when they proceed from genuine qualities of character. He further defines exemplary public administrators of good character with four distinguishing elements.

First, good moral character is not a sometime thing; it is a constant aspect of the exemplary administrator. Second, he/she must act intentionally, voluntarily, and freely with no compulsion from rules or superior institutional authority.

Third, the exemplary administrator must be relatively faultless — not perfect in all things but striving toward it. Finally, the exemplary’s actions are not frivolous, and must result in “real good, even in failure”.

Character is identified as enduring attitudes, sensibilities and beliefs and the resulting habitual patterns of actions and feelings. It is also identified as a unification of a person’s tendencies through time and the expression of habitually dominant tendencies organised into one’s fixed character (Luke and Hart, 2001:533). In most cases, however, character is seen as the ways in which people most commonly think or act and is embedded in the “actions of everyday life crises, confrontations, projects and work” (Hart, 1992:26).

Effective socialisation means that the public employees (especially the newly appointed ones) have changed some basic attitudes and beliefs. It thus means an internal commitment to the public service goals, rather than just compliance with public service practices. Socialisation ensures that the newly appointed public employees adhere to the values and behaviour patterns of the public service. Socialisation is, therefore, a control mechanism to promote productivity or excellence in the public service. Important values are essential to the public service; they define its essence. For example, a strong belief in efficiency is essential for the public service because the available resources used are limited.

According to Godsell (1983:53), successful socialisation results in “creative individualism”. “Creative individualism” is defined as an acceptance only of pivotal public service values and norms, and rejection of all others. Because the employee has not adopted all the values the public service has to offer, a characteristic of the creative individualist is that he/she is able to influence the public service, as well as being influenced by it.

Innovation (the influence of the public employee on the department of the public service) and socialisation (the influence of the department of the public service on the public employee) are processes which should complement one another in every career.

It is essential for exemplary public administrators to act morally, efficiently and effectively for them to be able to transmit ethical and professional values through daily interactions with their colleagues and juniors.

Concluding Remarks

Although it is generally believed that unethical behaviour such as corruption is the sin of government, it also exists in the following sectors: religious, business, non-governmental and semi-governmental. The business sector, non-governmental and semi-governmental institutions are involved in most government corruption. Therefore, all these sectors should assist the government in fighting unethical behaviour. However, this paper only discussed the role of codes of conduct in combating unethical behaviour.

The code of conduct is one of the most important documents for the day-to-day functioning of the public functionaries. Senior public employees must ensure that their subordinates abide by the provisions of the codes of conduct.
At the launch of the Learning Network in Johannesburg on 8 August 2002, a case study was presented by Peter Walker from Turner & Townsend Business Solutions on the Department of Water Affairs and Forestry’s achievements and trials in the supply of water and sanitation infrastructure in all areas not previously supplied by municipalities.
Since the democratic elections in 1994, the provision of basic services to the poor people of South Africa, including communities in remote rural and semi-arid areas, has become a fundamental concern of government departments. The South African Department of Water Affairs and Forestry took up this challenge and embarked on an ambitious programme to supply appropriate water and sanitation services to the entire population. A commission of this nature required exceptional co-ordination of projects and demanded extraordinary commitment and programme management leadership.

Background

The supply of water and sanitation to previously unserviced communities commanded a high priority within the new government with the then-President Nelson Mandela giving impetus by selecting special pilot projects to lead the process. The programme became known as the Community Water Supply and Sanitation Programme (CWSSP) and can be summarised as follows:

- Aims to service approximately 14,000 people;
- Covered all nine provinces, especially rural and inaccessible areas;
- Consisted of 1,040 individual projects;
- Spent R4,035 million by March 2000 (€400 million), 10% of which was a European Union grant;
- Approximately 300 government staff worked on the programme; and
- Over 500 consulting and contracting companies worked on the programme creating employment for 338,400 people.

The programme rapidly gained momentum since it was clearly meeting a great need. However, the imperative of delivery led to the commissioning of sound project and programme principles. By 1999 the programme had begun to run into serious project and programme management difficulties for the following reasons:

- There was no consistent project or programme management protocol;
- There was no single point responsibility to coordinate the programme across the organisation;
- There was no dedicated programme management reporting tool;
- Differing priorities within the Department resulted in a fragmented commitment to consistency; and
- There was a serious lack of project and programme management capability and skills as well as a high rate of staff turnover accelerated by the political pressure for transformation.

A need was identified to assist and guide Project Managers within the Public Service in the management and implementation of projects and programmes.

Methodology

In response to the programme difficulties experienced by DWAF, Turner & Townsend Programme Managers designed and implemented a holistic and unique solution combining project and programme business processes, training and capacity building, and an IT support system.

The following considerations influenced the methodology used by Turner & Townsend:

- DWAF was able to control the cost of the project;
- DWAF was able to evaluate the project at the end of each stage and phase, and based on this evaluation, determine whether to proceed with the next stage or phase;
- DWAF was able to control the cost of the project; and
- The MSC and DWAF were able to better overall manage the CWSSP.

The PMIP consisted of two distinct yet interrelated stages. Stage one entailed an assessment of the present situation and laid the foundations for improvement. The focus of stage two is on continual improvement. The PMIP’s schematic was presented in Figure 1 on the following page:

The methodology was further divided into five phases as per Figure 2.

Stage 1 of PMIP was a crucial stage in which an overall organisational analysis was conducted, new processes were designed, systems set up and skills transferred:

- Phase 0 required thorough project planning. During this phase Turner & Townsend also assisted in the appointment of programme managers and the design of reporting structures within DWAF. A schedule as well as deliverables were clearly laid out and defined.

- Phase 1 entailed a comprehensive organisational assessment. A model based on the Carnegie-Mellon Project Management level assessment, was used to benchmark the initial programme management capacity and measure the improvement as the PMIP was rolled out. This model measured individual capacity, methodologies and systems. During this stage business processes and procedures and existing Programme Management Capacity was also documented.

- Phase 2 necessitated the design of a comprehensive set of Programme Management Business Processes for
Case Study

The main objective was to bring consistency into the programme. These business processes addressed both project and programme management issues. Although the business processes developed were based on international project management best practice, new and creative programme management techniques were designed that best suited the needs of DWAF. Key performance indicators were used to ensure DWAF’s commitment and to shift the focus away from merely spending the given budget to a combined effort to achieve the real desired outcome.

The business processes developed would become the backbone for Programme Management. The business processes developed were also sufficiently robust to have peripheral processes (such as Business Plan document management) “piggy backing” on it.

Business Procedures were developed to provide detail and rigidity on selected issues in the project and programme management process. They served to provide practical steps to guide project and programme managers to use a consistent methodology to better manage their programmes. In some instances the procedures had forms attached. These forms then assisted in implementing the procedures. The information support system and tools designed during this phase aimed at making the business processes more effective and efficient. This ensured their sustainability with a reasonable level of resourcing.

Phase 3 focused on the implementation of previously designed business processes and procedures. An essential element in this phase was to train staff in the usage of the business process and the information support system. An initial skill assessment conducted in phase 1 determined the training requirement and thus the training programme. The training programme consisted of four customised courses that took staff through a structured learning improvement of generic project management skills, business processes and procedures and the IT tool.

Phase 4 called for continual transfer of skills and capacitation and an assessment and appraisal of the previously implemented phases. Turner & Townsend Project Management were again appointed in July 2000 to implement Stage 2, a stage of continual improvement of the project.

Turner & Townsend Project Management were again appointed in July 2000 to implement Stage 2, a stage of continual improvement of the project.

**PMIP Objective**

The primary objective of the Programme Management Support to Regional Management was to establish consistent, repeatable management of programme and projects that conform to internationally accepted practices.

The objective of the project was further to build the Project Management capability of DWAF (CWSSP nationally and regionally) from the current Project Management Maturity level 1 to level 3 as indicated in Figure 3.

Overall, the project was intended to:

- Document the business processes to be used;
- Consolidate the current business processes into a single uniform process for managing programme and projects;
- Identify resource weaknesses, recommend and agree corrective action and implement the agreed recommendations;
- Identify staff training requirements, recommend training, establish and implement the recommendation at Head Office and in the Regions;
- Integrate the training of staff and the transfer of knowledge;

![Figure 1: Programme Management Improvement Process](image1)

![Figure 2: Five phases of the PMIP](image2)
Co-ordinate and integrate the implementation of an information system that supports PMIP and required business processes;
• Review the improvement CWSSP competencies of departmental staff, Implementing Agents and Local Government;
• Reinforce the training provided in processes, procedures and the IT system;
• Identify and document any minor adjustments that are required to the processes and procedures in a particular region;
• Monitor the quality of the inputs received from Regions and Consultants; and
• Guide and support the DWAF staff in managing the CWSSP both nationally and regionally.

The Results

PMIP achieved its primary objective, that was to establish business processes and procedures that all Programme Managers could use to consistently and effectively manage projects and roll up projects. Furthermore it assisted to provide a consistent benchmark for the management of “the project” for all staff and any implementing agents involved in the programme. It also made available a consistent framework within which projects could be managed and provided a consistent guideline for all Programme Managers to manage their specific element of the programme. PMIP proved to assist in controlling difficulties associated with programme and project management and most importantly addressed Programme Management capability.

Programme Management Capability

With regard to Programme Management capability, the project surpassed its initial objective of reaching an improvement level of 1.5 and actually reached a level of 1.74 at the end of June 2000. The maturity level was further raised to level 1.94 by December 2001. However, the desired level 3 was not reached within the timeframe envisaged at the start of the project. The MSC team identified the following factors, which contributed to the plateau in the improvement curve at level 2.
• Lack of a clear framework for matrix management;
• Lack of project financial, schedule and scope objective versus the objective to only spend annual budgets;
• The variable level of commitment to the project by DWAF Regional management;
• The pending devolution of CWSS implementation to local government; and
• Maintaining operational discipline within a changing organisational setting.

It was estimated in June 2002 that the competency level stood at 2.4.

Programme Management Information Support System (PMISS)

The planned development work naturally differed in some details from that which was executed. In particular, the more advanced functions were not developed, as the project management maturity had not reached the levels that would be required to manage those functions.

On the operational side, the planned level of work was carried out but this was insufficient to achieve a regular monthly reporting by Regions and Implementing Agents on project status, especially scope and schedule. This led to the evolution of PMISS to provide alternative areas of support to regional and national management rather than focussing on areas which were unbeatable.

Mentorship — Regional Co-ordination

The success of the skills transfer process was due to the co-operation of Regional Co-ordination staff in the skills audit and skills transfer process. The phasing out of the MSC consultant’s involvement did not significantly disrupt the operational activities of the Directorate.

The sustainability of the operational functions of Regional Co-ordination was a concern, though, due to the quick-change requirements from implementor to regulator.

Actual Work Parameters Achieved
• Quantification achieved by project management improvement maturity;
• Roll out PMIP processes and procedures;
• All regions were trained in the use of the PMIP processes and procedures;
• The project management maturity level assessment indicates that the PMIP processes are being utilised by all the regions;
• The PMIP manual will need another revision to accommodate change to the way DWAF manages its CWSS.
projects, including its role as regulator;
• Project management maturity assessment to be continued and improved by the National Programme Manager;
• Roll out of PMISS IT system;
• All regions were trained in the use of the PMISS information systems tool;
• The PMISS system is available with a web-based interface via the DWAF intranet;
• Regional and National Programme Managers have been mentored;
• Instituting regular Regional Programme Manager’s meetings has enabled the MSC team to mentor DWAF CWSS Programme Managers;
• The regular PMIP assessments have identified areas requiring improvement with corrective action being undertaken by Regional Programme Managers; and
• National staff competency improvement has been ongoing with fruitful results.

The project also achieved the following:
• Improved the efficiency of usage of South African and British (via the EU grants) taxpayers money by improving the programme management of R4 000 million grant funding;
• A wide range of skills were improved and transferred to create sustainable improvement, including providing the catalyst for further skills development in the Department beyond just this project; and
• Methodologies and experience gained from the project have been transferred back to Turner & Townsend in the UK to provide a basis for application elsewhere internationally.

The introduction of the Programme Management Support to Regional Management approach to DWAF’s CWSS-P also produced measurable improvements in the consistency of implementation as well as in the management of programme annual and MTEF budgets. Schedule and scope information improved, but not as substantial as cost information.

Lessons for Practical Implementation

The following lessons were learnt:

• Success in process management requires a “holistic” view of the business;
• In order to manage programmes and roll out projects effectively, a consistent process is needed;
• Differing priorities within a Department will result in a fragmented commitment to consistency;
• Measurement and continual monitoring are essential elements in a competency improvement programme;
• Proactive monitoring and reporting on key performance indicators and key focus areas (not just annual budgetary requirements) are crucial;
• Programme ownership and single point responsibility are essential elements of a successful programme;
• Programme improvement will only be sustainable when skills are transferred to the organisation’s staff;
• Project identification, selection and implementation needs to be clearly defined;
• Need to monitor compliance with Variation Order processes;
• In order to sustain the PMIP process, ongoing PMIP refresher training is required;
• A key lesson of this intervention has been the need to identify DWAF staff to take over MSC consultant’s activities. The skills transfer process was disrupted at various times due to the redeployment of consultants within the MSC contract and the transfer of DWAF staff. Also, to ensure continuity, a process such as this needs to be linked to DWAF’s overall HRD programme.

When you measure what you are speaking about and express it in numbers, you know something about it, but when you cannot express it in numbers your knowledge about it is of a meagre and unsatisfactory kind.

Lord Kelvin, 1824
Restructuring the Agricultural Sector in Limpopo

While endowed with abundance of natural resources, Limpopo Province is characterised by a high rate of poverty, unemployment and very low Human Development Index. According to the Centre for Statistical Services (CSS, 1996) close to 91% of the province’s 5,3 million population live in rural areas. Plus minus 46% of the economically active population of the province is unemployed and the Human Development Index (HDI) at Provincial level is 0.57 (the lowest after Free State) and its poverty rate is close to 60%.

In terms of a UNICEF survey in 1994 the rate of stunting for children less than five years of age in South Africa is 23%, a scenario that can be worse in Limpopo Province due to its high poverty rate.

The major socio-economic challenges faced by rural Limpopo can be summarised as follows:

**Unemployment**
Unskilled masses, high young population percentage and high rural-urban migration.

**Food insecurity**
Low food accessibility and affordability, land related issues and inadequacy of agricultural support services.

**Inadequacy of basic services.**
Unreliable and inadequate water, sanitation, health and educational services, coupled with absence of their associated institutional structures.

Almost all the agricultural projects managed by the Agricultural and Rural Development Corporation (ARDC) are situated in rural areas of the province with limited or no impact on the socio-economic status of the rural people.

The above challenges certainly did call for the transformation of thinking patterns with respect to existing agro, socio-economic concepts.

Agricultural and Rural Development Corporation (ARDC) was established on 01 April 1996 by means of a proclamation in the provincial gazette in terms of Northern Province Corporation Act 5 of 1994 and was intended to be engaged in the promotion of sustainable agricultural activities in the Limpopo Province, targeting the resource-poor farmers.

ARDC in turn established 13 commercially based Agricultural estates/projects, some with and some without independent legal personality. This category of projects covers a total land area...
of about 18 000 ha with the participation of 1 200 workers. The other category of projects developed by ARDC, which were called developmental or farmers’ settlement projects, numbered 43, covering an extent of 23 600 ha and employing 400 workers.

From the inception date, in discharging their responsibility the management of the ARDC adopted the wrong policy approach that resulted in the following disastrous implications within the emerging farming communities in the province for which the corporation was established:

• Creation of full dependency of farmers in all aspects of farming practices on the corporation;
• Inappropriate utilisation of the annual financial injection from Government;
• When in 1999 the government’s annual capital injection was reduced noticeably, the continuation of the wrong approach by the management of the ARDC persisted and resulted in the creation of millions of rand of debt to creditors and banks.
• Inappropriate loan allocation methods to farmers resulting in the creation of a large debt in the loan book.
• Closure of many projects and ill disposal of hundreds of workers resulting in Labour Court judgements against the corporation;
• Illegal sale of loanees assets to continue paying the salaries of staff of other projects, head office and management staff;
• Settling farmers on projects with no attempt to capacitate them or facilitate the sourcing of their operational capital.

In view of this unacceptable state of operation of ARDC, the Executive Council of the Limpopo Province adopted the recommendation of the Provincial Department of Agriculture, that the ARDC had to be restructured and transformed.

### Problem statement

In view of the above background, the question arose as to how the vicious cycle of poverty, with its major contributing factors such as unemployment, food insecurity and inadequacy of basic services, can be broken in rural Limpopo. How and based on what principles, could the restructuring of the ARDC projects contribute to this process?

### Intervention applied

When in April 2001 the provincial Department of Agriculture took over the management of the ARDC the following challenges were faced by the ARDC:

- Disastrous and critical technical, biological and managerial status of all the projects in terms of:
  - Application of fertiliser, chemicals and irrigation water.
  - Non-availability of agricultural and harvesting machines at the rate of close to 95%
  - No orchard maintenance, weeding, pruning, etc.
  - No harvesting and marketing plan.
  - No management plan to prevent theft and asset deterioration.

- Financial management crises created due to the millions rand of debt owed to creditors causing the following impacts:
  - Urgent court interdicts for liquidations of Gillenburge, Lisbon and ARDC as a whole.
  - Complete loss of credibility.
  - Unfavourable media coverage, attacks and misrepresentation, negative propaganda.
  - Legal deficiencies in the status of the subsidiary companies and commercial projects.
  - Inappropriate reaction of workers and workers unions in fear of possible job losses.
  - Extremely financial difficulties and deficiencies due to mismanagement of the funds in terms of departmental adopted strategies.

Pressure from client bodies (farmers) to receive services as rendered before in terms of:

- Wages and salaries to farmers settled and their helpers.
- Loans and services that could not be repaid nor paid for, resulting into millions of loan book debt.

Through comprehensive research and with the help of rural engineering principles, a restructuring model was developed which was titled “Equity shareholding model”. This restructuring model, which was supported by the affected workers’ unions in ARDC, covers the following principles:

- The model emanated from the concept of Community Public Private Partnership (CPPP).
- Full restructuring of the project in favour of workers, community, (land owner) and their strategic partner.
- Land to be retained by the landowner and to be long leased, e.g. 15 years to the transformed project operator (Operating company shared by land owner, workers and strategic partner).
- Long-term sustainability, to provide job and economical growth at local, provincial and national levels.
- Adherence to the government policy with respect to equity principles and sound economical base for management and operational success.
- Adherence to the government policy with respect to “Black Empowerment” in attracting investors/strategic partners from first local and then national levels.
- Safeguarding the equity share of the workers and the communities (land owners) in the long run.
- Equitable and economically based shareholding structure for the transformed project operator (operating company shared equitably by landowners, workers and strategic partners).
- Allocation of right to operate the project to the transformed project operator within a predetermined period, i.e. 15-20 years.
- The transformed operator should operate the project at their own account (investor/strategic partner to provide or facilitate such capital).
- Provision of an exit strategy for the investor/strategic partner in favour of the workers and landowners.

The implementation of the equity shareholding model was first adopted for the ARDC commercially based proj-
est and was informed by an extensive and comprehensive financial and economic cost benefit analysis. This analysis revealed the following facts:

\[ \text{Financial Internal Rate of Return (IRR)} = 5\% \]

Net Present Value (NPV) at discount rate 5% = R4,122,075.

\[ \text{Economical Internal Rate of Return (IRR)} = 19\% \]

Net Present Value (NPV) at 5% discount rate = R332,400,360

In terms of macro socio-economic impact, this process would contribute R140 million to GDP of the country, create more than 2,000 jobs and contribute R18 million annually to the poor strata of the society.

**Progress and achievements**

Since April 2001 the following achievements were realised in the implementation of the equity shareholding model of the commercially based ARDC projects.

The total ARDC number of employees was reduced to 1,600, from 2,800, due to early retirement, voluntary retrenchment or being taken over by the new operating company in the restructured estate.

The annual salary bill of ARDC has so far been reduced by 55%.

One estate has now been restructured and taken over by the new operating company while heads of agreement have been finalised and signed with strategic partners for another five estates.

Short term management agreements have been signed for six estates with prospective strategic partners to maintain the status of these estates at their cost.

All the legal documents required for the long lease in terms of the adopted model have been prepared.

Full political support and drive for the restructuring process.

**Lessons learned, present challenges and conclusion**

The following challenges are prominent in the restructuring process based on what has been learned so far:

- Long process of land restitutions and claims.
- Long restructuring process that may affect the interest of the investors/strategic partners.
- Long procedure to obtain ministerial approval for long lease, where applicable.
- Collaboration with, and accommodation of, differing viewpoints of various workers unions.
- Formation of community and workers’ trusts.
- Difficult learning curve—comfort zone of nobody.

It can be concluded that the restructuring of state assets based on the principles of the “equity shareholding model” can break the poverty cycle in rural areas of Limpopo Province.

The Government and its agents will then focus on their core functions.
Repositioning Pay Points in KZN

Food for Thought

The Department of Social Welfare in KwaZulu-Natal pays grants, in terms of the Social Assistance Act, 1992, to more than 1.2 million people each month. Of these, only 8% collect their money through direct transfers into their bank accounts. This means that approximately 1.1 million are paid in cash each month. This cash payment takes place at a total of 2,609 pay points situated throughout the province. This number includes post offices, which are used as cash pay points. The total amount of cash paid in direct transfers exceeds R400 million per month.

The issue of pay points is an emotional one — and rightly so. This is the point at which the Department interacts directly with its customers, who make up the most vulnerable members of our communities. The challenge faced by the Department is not only to ensure that the customers receive the service to which they are entitled, but to ensure that the services are rendered in the best manner possible. This includes making sure that the pay points used are suitable for the service.

Analysis of the Problem

Unfortunately, at this stage, approximately 60% of the pay points used do not meet the standards as set in the nationally approved norms and standards document, which stipulate that all pay points should provide at least the following basic services: access to water, toilets, shelter, seating, security and first aid.

An uninformed position is to move all social grant payments to banks. This is not feasible for a number of reasons, including the cost of running a bank account, the present lack of banking infrastructure in the rural areas, and to a certain extent the unwillingness of banks to provide a service to this community, who really still operate within a cash environment.

Another aspect to take into account is the fact that grant payments become the hub of the local economy — grant payments do not take place in isolation, but within an extremely vibrant market. Local vendors selling a variety of goods, from food, poultry, clothing to handmade crafts, follow the payments, and depend on pension pay days for their survival. Any attempt to move pay points thus has a ripple effect on the local community economy, and part of the Department’s strategy is to develop local communities rather than move the economic activity into the towns and cities.

During a visit to pay points in the Ongcere district on 21 August 2002, with a team from the IPSP project office at...
the Department of Public Service Administration in Pretoria, two pay points were visited. The first is Kwafuneka Store, established on the grounds of a local shop owner. The pay point is in a fenced-off area, on open grassland. The store owner has erected a rudimentary shelter, but there are no chairs, toilets or water available for pensioners. Access to the site is via a narrow dirt road, which on pension pay days is lined with informal traders, severely restricting movement of vehicles.

The second pay point visited was at Nyoni, where the payment takes place from a community hall next to the police station. The area is securely fenced, and pensioners have access to the hall, where chairs are available. Toilets and water facilities are provided. The informal traders are situated on the outside of the fenced area, on the sides of the access road.

These two pay points are typical of the pay points in the province, where some have the necessary facilities while others do not meet even the most basic requirements. A dilemma faced by this Department is the upgrading of all pay points, even where many are not on community or Departmental owned land.

Proposed Method of Intervention

In order to begin addressing the challenges of pension payments in this province, a pay point development strategy has been developed, using funding from IPSF. This development strategy seeks to harness a number of initiatives, as well as taking an innovative approach to the lack of resources. It can be understood that to build in excess of 2 000 pay points, some of which may be used for only two to three hours each month, is not economically viable.

A further compounding factor is that less than 1% of the pay points currently used operate from Departmental owned premises.

The purpose of the pay point development plan is fourfold, namely:

- To ensure compliance with the national norms and standards set for social security;
- To improve service delivery in line with the strategic plan for the social security component;
- To “live” the core values espoused in the strategic plan;
- To transform the public service and ensure the delivery of respectful and compassionate services.

The pay point development plan proposes three distinct options, namely:

- The development of infrastructure for those pay points which serve a significant number of customers, where payments take place over more than 1 day each month, and where there is no other suitable facility in that community.
- The use of existing facilities in communities, within easy reach of the pay points, such as community halls, or traditional courts,
the contracting out of portable amenities for pay points.

With the first option, namely the development of infrastructure, the structure which is built is a basic hall, with two offices, which can be used for support services both during pension payments, or social work services throughout the month. Where the area has electricity, pre-paid meters are installed. There are also ablution facilities built, and the area is fenced for security purposes. Once the structure is complete, ownership becomes a community responsibility, which then maintains and manages their resource. Land is usually sourced from the traditional authority, or may be state owned.

One such hall has been built in the Hibiscus district, and four other projects identified for development within the next year. These developments do not take the route of normal tender projects within the public service, but a pay point committee is established within the community. This committee, comprised of community members, Departmental staff and the CPS development manager, implements the project. CPS provides the quality assurance, but all the work is overseen by the committee.

The projects are used to provide employment for local community members, and the material and labour is sourced from within the community. For all projects, the majority of the workers must be women. The approach of utilising local skills, while certainly taking longer than “importing” expertise in the form of large contractors, ensures that the money generated by the project remains within the local community and true ownership of the project is never in dispute.

These structures are funded through a development fund, which has been set up as part of the payment contract awarded to Cash Paymaster Services Kwazulu-Natal — the company which has the contract to pay grants on behalf of the Department in this province. In terms of the contract, CPS contributes a set amount into the pay point development fund each month. Funds sourced from other role-players and donors can also be deposited into this fund, which operates as a trust account.

Grant payments must be, by their very nature, a mobile service. No customer should have to travel more than five kilometres to their nearest pay point. However, where payments take place at a pay point which does not provide the basic services, and a community facility is available within a reasonable distance, negotiations can be entered into with the community members to relocate the pay point. However, no pay point can be relocated without consultation and agreement from the affected customers and the local community structures. This is the second option included in the strategy, and is currently being implemented.

The third option, which is both innovative and exciting, is to source mobile support services for pay points. There are pay points which are strategically situated, and should therefore not be moved. However, in the medium to long term, with the emphasis on rural development, it is feasible to expect banks to provide services in many of these areas. This will facilitate the gradual, voluntary migration of pensioners to bank payments. However, in the meantime, facilities which do not erode the dignity of the pension community are required. In the light of this pressing need, this Department is considering the awarding of contracts, on a local level, for entrepreneurs to provide temporary, portable services at pay points.

The idea is to define the contracts according to a particular welfare district (currently the Department operates in 65 districts in the province). The contractor will be provided with the payment timetable — pension payments take place over a 20-day payment cycle each month — and expected to ensure that each morning, before the payment team arrives at the pay point at 08h00, a tent is erected to provide shelter, plastic chairs are set out, and portable toilets are available on site.

These facilities will then be removed at the end of the payment day and moved to the next pay point for the following day. The provision of this service can then become fulltime work for a local community member, who may even be in a position to employ a small number of staff. This should grow a local micro enterprise — true development as practiced by the Department.

Conclusion

Making this development plan come alive, and not remain merely a document, is a challenge which must be met head on by this Department over the next few years, as it is at the interaction points with our customers that the Department is judged.

There is a unique opportunity to live the principles of Batho Pele and ensure that the people really do come first. Anything less is an indictment on our humanity.
Astonishing the Gods

Tiisetso Makube speaks to the head of a Soweto school that has consistently registered excellent matric results in spite of the squalor and poverty that cling to many of its pupils.
The question that begs for an answer with a growing sense of urgency,” said then-deputy president Thabo Mbeki in his address at the 1997 launch of Fort Hare University’s Culture of Learning and Teaching Campaign, “is whether we have achieved the ideals for which so many of our best youth and students sacrificed their lives.” If they could, I am inclined to believe, the learners — sometimes called students — at St Matthews High School in Rockville, Soweto, would most probably answer by saying, quoting from the Nigerian writer Ben Okri, “In the kingdom of this world, we can still astonish the gods ... and be the stuff of future legends.”

These words encapsulate the kind of spirit that seems to have been canonised at this remarkable school of 22 years’ standing.

The facts speak for themselves. St Mathews is one of a few township schools that have consistently registered excellent matric results over the years — an average of 99% pass rate since 1994. The school outdid itself last year when all of their 113 matriculants passed their year-end exams, earning 46 distinctions in the process.

What makes this all the more remarkable is the miasma of poverty from which many of the school’s pupils come and, as is common with township schools, the lack of resources conducive to the sort of academic exertion required at high school level.

The principal of St Mathews, Sister Francis, took Service Delivery Review into her confidence about the success of the school: “I am telling you, with all the difficulties that we have, and they are innumerable, we are blessed with a dedicated staff. The teachers are beautiful. They just never tire, which of course makes a whole lot of difference at the end of the day because without such commitment, it’s anybody’s guess where we would be.”

Sister Francis herself is a qualified mathematics teacher. She also has a masters in educational leadership from the Australia Catholic University.

Coming to Soweto meant adjusting from the tranquil and leafy surrounds of Jacaranda city to the crowded, cacophonous existence of Rockville where the Sisters of Mercy have had a convent since 1969.

Sister Francis is driven by the belief that education is liberation. “Where I come from, Limerick, in Ireland, education was, and still is, extremely valued. Also, we were given what I believe to be the very best in education and we were brought up to value it, for obvious reasons.

“Now, it was shocking though not altogether surprising, when I came here in 1971, to see the kind of inferior education black people were being subject to.

“IT has since been my desire to see to it that when it comes to education there is equality and that people actually have access to education.

“One of the things I feel terrible about is that we always have to turn some pupils away every year because of lack of space. And people don’t always understand. But our biggest problem is money. We struggle with finance and because of that we can’t expand the school.

“It’s also expensive to hire teachers because the government does not pay them. They give us a subsidy of course, about 60%, but they don’t pay the teachers. Still, one never stops to hope that things will change, gradually. That’s what we live for.”
The Minister for Public Service and Administration, Ms Geraldine Fraser-Moleketi, hosted and launched the First Public Management Conversation (SAPMC) which took place from the 1st to the 4th of December 2002 at the Stonehenge River Lodge in Parys, Free State.

The SAPMC is a mutation of the South African Public Management Workshop, a series of workshops which was initially facilitated by faculty from the John F Kennedy School of Government at Harvard University, and funded by OTIS Ltd over a period of ten years.

The series focused on training Public Management Academics in the Case Study and other interactive methods of teaching and learning, so as to prepare cadres for the new government and civil service for the coming challenges, as well as to stimulate dialogue on key policy issues facing the new democratic Public Service.

The Conversation brought together a select group of delegates from the public service, academia, civil society, the private sector and included a small group of internationals. Its aim was to prioritise conversations on challenges confronting Government, among the various professional stakeholders, in order to fully recognise each other’s contributions and limitations, to streamline intentions and work together in creating sustainable pathways to the resolution of those challenges.

This First SAPMC focused on three themes (challenges):

- Policy co-ordination, integrated planning, integrated public service;
- Service delivery innovation (incorporating e-government and information management); and
- Anti-corruption and ethics.

The Conversation was convened jointly by academics from the University of the North and members of the Department of Public Service and Administration, and was generously funded by OTIS and GTZ. A full report on the deliberations and outcomes is under construction. The second annual Conversation will be held in 2003.
The topic that was put to me is a broad one. It speaks to a challenge that we have in government of policy co-ordination, of integrating government and the whole notion that has been spoken about for some time now, of integrating public service or a single public service as some would refer to it. It is quite a difficult task but perhaps it is made a little bit easier by the fact that some of us are in a moment of reflection for a number of reasons.

For those of us in government we are starting to think about the next 10 years that is post-2004 and obviously it's a good opportunity for us because we do so on the basis of a review of what happened in the previous 10 years, perhaps now eight years or eight-and-a-half years or so. On the basis of that assessment we are starting to formulate what are the bigger questions that we need to be tackling. I guess the same applies to those who think about these issues more politically.

The ruling party is obviously preparing itself for the 10-year celebration as well as the 2004 elections and I guess issues of the review of policy will also arise. I guess those in the opposition will do the same and I guess academics observe, analyse and study this process with great interest. So, I say this because I think that the overwhelming context of my discussion and presentation is going to be about the sense of reflection.

In an attempt to reflect, one obviously uses one's own experiences, one's own biases to reflect in a particular way hoping that the lessons that we've learnt, both good and bad, would be able to inform us how we should behave as we are going forward. I think that from that point of view a Conversation like this is quite helpful. I guess pretty much in the same way as the Mount Grace discussion was important in charting the way forward. While the focus is rather different, nevertheless what I am hoping to get from the Conversation over the next two days is hopefully to be given your insight that can continue informing us in this process of reflecting that we are engaged in.

Sitting where we are today it is very easy to forget that the context within which we set in 1994 was very different from the one that we have here today. I guess the fact that we are dealing with two completely different contexts actually also speaks to the fact that hopefully to some extent we were able to quite successfully change the dynamic that we were facing at that particular time, and also meeting some of the challenges that we had. For me, that is what I would call high-level goals. High-level goals are important because of the weaknesses of those of us who are involved in...
public management has always been to think about our profession and our area of activity in an insulated way forgetting that it is in actual fact a sub-set of politics and political agenda and government agenda. For me, what was very interesting in going back and trying to analyse what happened in 1994 was to a large extent the link between the high-level agenda (the high-level goals) and what transpired in the public service afterwards.

In 1994 government was concerned about the hegemony of the development agenda in government as a whole. That was manifested in various forms, the RDP (most of us remember very well in its various manifestations). It was a key priority that the language of government had to change and had to be primarily concerned with the construction of a development agenda. I think that to a large extent that high-level goal was well understood, and was basically a common objective.

It had to be pursued in a number of ways. It had to be pursued by creating a sense of “quick win” for the South African society about the possibilities of development. It had to be concerned about making sure that we are able to deal with some of our immediate challenges of peace. Some of you will remember that the initial integrated programme that we had was just around the end of 1995-96, the Integrated Urban Renewal Project in Katorus. It was one of the RDP flagships by then. Therefore the notion of an integrated government is not just a post-1999 concept.

Already, this was a drive that was motivated by the need to diversify our public sector and in particular make sure that it included the entire public sector so that the entire development agenda could be nurtured. I think that to a large extent that is what the first four years in government was all about.

In the institutional public management sense there was an overriding focus obviously that if you want to change the orientation of the government, policy becomes a key issue. It then follows that there was a lot of policy work and white papers that were quite critical in that process. Very interesting from a paradigm point of view that there was no doubt that South Africa was following a path that generally can be ascribed to a number of other transitional countries, more akin to what we saw happen in the Eastern European context. What tends to happen in those transitional environments is concentration on economic thinking; generally speaking, over other broad political agendas. I think that to a large extent in South Africa it was pretty much the same belt-tightening, fiscal stabilisation. All this was part of pursuing that high-level goal and I guess a lot was achieved through that strategy.

I coin a particular metaphor which is not original, coming from other previous discussions that were held, which is that what also tended to happen was something that one would call “pointing an object”. Basically, you were a government faced with numerous challenges and a very wide agenda, and what you saw developing from the number of white papers that were published, was a plethora of priorities emerging which were in a sense overwhelming an institution that was in the process of formation.

Thus, while you were still developing and nurturing those institutions there was an overwhelming agenda that was hitting on them in a very big way. If you were an official in the Department of Housing you didn’t only have to worry about amalgamating 16 different housing departments, you had to worry about meeting a target of delivering a million housing units. This is the sort of institutional set-up that was occurring at that time. You can imagine the sort of pressure that was prevalent during that time amidst those policies, institutional legal changes and the numerous high-level targets that were to be met.

In any event, that process ended in very significant outcomes. With hindsight, our integration process was very well executed and to a large extent the process of restructuring as well. When one speaks of the 1996 restructuring process a lot of people have mixed feelings about it, especially in relation to voluntary severance packages, etc.

Generally speaking, any restructuring exercise of that magnitude can never really be perfect, but to a large extent there was a good process towards the implementation of the Constitution, and above all we ended up with a very firm system of government in place, a stable institutional base as well as what I would call a sound legal and regulatory framework.

In 1999, most of the traditional features had started to disappear. The focus had to turn to processes of sustainable forms of delivery. Government had to start examining very clearly how we design systems that can result in sustainable service delivery. Using the Department of Water Affairs as an example, the Department had done a lot to achieve a lot of its targets; the delivery of so many taps to villages in rural areas, which can counted in numbers, and so many projects. What we started to see was some of those projects, beyond the excitement of meeting the quantity targets, started to collapse.

Thus, the focus beyond that was how do you put in place systems and mechanisms for sustainable service delivery. That is, making sure that we have sound implementation mechanisms that can stand the test of time. This obviously meant that there had to be a greater focus on management, strong institutions to make sure that the service we have delivered becomes sustainable over a period of time. Obviously some of these are continued.

In my reflection I find that the tendency that developed, particularly post-1999, was what I would call the rate of pragmatism. Government went into a high pragmatic mood. It was no longer important to have many discussions about how you do something. The heroes and heroines were those who were going to stand up and say we have done it. This is very important from a paradigm point of view. For me, the context of the macro-political debates in the country around outsourcing, privatisation and so on, are essential about a position that says we need to start reflecting about what becomes more important. Is it the successful delivery of social pensions or is it doing it in the most “proper” way?

That reflects the current discussion today because my argument is that if you observe if I am getting a little bid into a controversial territory) those departments that have been able to, particular-
ly post-1999, make a lot of improvement in their delivery modes, they have tended to pursue very unconventional means and, to a large extent, did not pause and wait for overwhelming consensus beforehand.

So, consistently I have formulated a saying that refers to "the strong and the willing". If you are strong and you have enough conviction on the agenda that you are pursuing, and you are willing enough in a sense to take on the very complex decision-making system of the government, the likelihood is that there would be a lot of success. Of course there would be other sets of variables that we will have to examine a little bit later. But I think that there is a very clear distinction and a case that can be shown around this. We can think, as an exciting example, about Minerals and Energy. There could be more.

Over and above, this is what happened over the two periods that we've been talking about and we can continue to reflect further. But, in thinking about where are we going from here, there are a number of areas that we need to reflect on still.

One area that we need to reflect on is essentially what we could term "twin challenges". On the one hand, how do we construct a macro-framework form of integrated governance going into the future, and on the other hand equally creating a framework for service delivery. For me, the challenges that we talk about remain at these two levels.

Part of the process was based on lessons that we learnt over the past eight years or so, to reflect on a number of key challenges that we have identified. We have put these in a series of questions.

If you look at the micro-framework for integrated governance, what we are basically concerned about is the fact that we have a system of government in South Africa which most of you know is based on a Constitution that allows for three spheres of government — what one would call the quasi-federal framework. This issue is becoming more and more interesting because a number of issues are developing around how our integrated framework is structured. One that I heard about not so long ago is from the MEC of Health in the North-West who is doing some research on governance. He provided a hypothesis, which every time I mention it, I get nodding heads.

According to this hypothesis, there seems to be more progress in service delivery in departments that do not have concurrent functions. What it basically says is that where you do not have a split in the division of powers and functions there seems to be more progress in delivery. I don't know what the full answer to this hypothesis is but what it would basically mean is that most of the problems that we have in the social services, education and health primarily, could be related to the fact that there seems to be a failure in the logic of coordination between the three spheres of government. Some of the bigger weaknesses in government, e.g. as shown in Carte Blanche about HIVAIDS in Mpumalanga, are because the way in which these programmes are funded is that policies are decided at national level. National government says that in order for our policy priorities to be carried out though provincial and local institutions we institute what we call "conditional grants".

This is funding that you give to another sphere of government on condition that they only spend it for that particular field. You will remember that there has always been a challenge that provincial government is 70% social services. If all your policies are decided nationally and they already come with pre-budgets, what the hell do these provinces do, particularly because they are essentially government, they have their own legislatures, etc?

We had a similar debate not long ago when we were talking about the creation of a social security agency to pay pension grants because if you take away those grants then you have essentially taken away a big part of provincial budgets. Also, naturally provinces do not have much of a role in doing anything with that money because it is actually transferred money. Of the 70% of personnel budgets that provinces deal with between 85 and 90% is personnel, and you are left with very little which, because of how the present policy trajectory is developing, comes in the form of conditional grants.

Last year the president announced that by 2004 no child would study under a tree. The policy and institutional effects of that is that all the public works money directed at school building, for instance, now becomes conditional grants. Therefore, the level of flexibility at provincial level becomes rather limited. However, the issue is that even the link between policy planning and execution between the three spheres of gover-
ernment is not working and, if you want, the evidence that it is not working is the fact that that is were you have the least satisfactory levels of delivery if the Sefularo hypothesis is correct.

In that respect the question is: are the instruments for effective integrated policy planning and implementation across the three spheres of government working, and are any interventions that can be made in that particular area? In government we have tried a number of things. In our meeting of DGs we were reflecting on these things. We have had the HZ, the Integrated Rural and Sustainable Development Programme, we have had local economic development programmes, we now have something called the Integrated Development Plan. We have had all these models of planning within a period of eight years. We are quite sure that if analysis is done on most of them and, in particular, if we could use variables such as lack of proper allocation of accountability, etc. they would not pass. We are very worried about the performance of these programmes.

Secondly, if you look at the performance of our conditional grants we would be worried about how issues have been popping up.

Thirdly, if you look at our intergovernmental structure, it is clear that the only intergovernmental structure that has a legal mandate, a legal basis and that is working seems to be the budget council. But the other MINMECS, Education for instance, where the Minister of Education sits with the provincial MECs, always seem to complain that it is very difficult because the authority and the framework for integrated policy and planning is not very clear. It is very difficult to determine what is achievable in those particular situations because of the way the current system functions.

The other question would relate to the division of powers between the three spheres of government and how it impacts on service delivery. There may not be a legal regulatory programme. Going back to our discussions, there have always been complaints about the predominance of lawyers during the initial constitutional design stage. What we are asking has nothing to do with the legal framework. It has nothing to do with the law or the regulatory framework. It has to do with the logic of service delivery. It is the current three-sphere arrangement logical from a service delivery point of view or should we review that? There are a number of variables. We could give the municipality the responsibility of building and maintaining schools and let the education department focus on the delivery of policies at schools.

The next question is: are there design flaws or unintended consequences in the way in which we design the public service? The answer is, there are some that we know about. We continue to worry about implications and a lot of unfocussed institutions and so in a sense most of the recommendations of the Presidential Review Commission remain relevant. We think that the issue of the conflict between the Public Service Act and the Public Finance Management Act is one such design flaw with unintended consequences, the role of provincial DOs, alignment of administrative systems across the three spheres, the design of our bargaining structure and all those sort of things — including the fact that we did not necessarily conceive some of our expenditure.

For instance, we spend R600 million on the IEC per annum and the IEC performs only two elections in a period of four years. Of the R600 million, R300 million is used on capacity which most people do not use. Is that a sustainable way in which to run our elections? Is there a way in which we can differentiate between an election commission and an election delivery capability because the Constitution does not say we should have an election administration. It says we must have an independent commission.

We think we agree that there is a need for us to develop an integrated system of government, based on the principle of a unified and not uniform public service. We need standardised policies and procedures for common principles and procedures, but at the same time we need flexibility to address sectoral constraints. In a sense what we are talking about is a strong centre for policy co-ordination and integration governance and a stronger periphery for service delivery and flexibility at that particular area. That is precisely how we understand the integrated nature of our system of government.

There is a whole lot of work that we need to do in this particular area, particularly in relation to the three questions that we are talking about.

Going forward into the next 10 years, I think that most of the responses that you will see from government will be focused on those issues including, for example, the question of the need for a functional audit to align mandates of institutions; the duplication issues; the question of the division of powers and powers across the three spheres of government; the notion of effective intergovernmental framework; in terms of the institutions to foster intergovernmental co-operation; the need to correct design flaws and correct unintended consequences through simpler regulations of the public service; the need to develop a holistic competency framework for the public service; the need to develop increasingly going forward models for integrated service delivery, particularly with the support of innovation technology which brings about convenience of citizens rather than the convenience of institutions of government; and lastly focusing on leadership.

I just wanted to end on this note because in a sense creating a conversation such as this there could arise the usual doubt whether the problem that we are dealing with is that of capacity as opposed to that of leadership. We think that there are effective instruments for good leaders to be able to do what they need. In most instances people hide behind the capacity conundrum.

We think that we have enough lessons if we look at the performance of our public service today to see that where you have good, strong, willing and capable leadership you are able to make good progress irrespective of the capacity issue. Capacity problems have been with us for some time in the sense that they are generational; they result from our history. Going forward with the investments we are making into our education system, our skills development programmes, our training courses and PSETAS there will definitely see change.

But, I think as a country we have enough capable leadership in all sorts of sectors despite the normal difficulties.
Professor J Kuye
University of Pretoria

Integrating government functions, as has been widely acclaimed to be a viable solution to most of the service delivery bottlenecks, comes with many practical implications and responsibilities. Central to these is the overall understanding of the government structure, that is whether federal or unitary, and its implications to the realm of service delivery.

It is from this understanding that policy makers and decision-makers in government should explore innovative ideas that would give more impetus to service delivery. Rather than imposing imported systems from elsewhere, assuming that by default they would be relevant, policy makers have to formulate policies that would not only reflect the South Africa context but also appeal to the needs of the citizens of the country.

Our approach towards policy formulation and planning should encompass co-ordinated viewpoints about service delivery from all three spheres of government, particularly local government, which is comparatively more attuned to the daily life circumstances of the citizens.

Power sharing

The separation of powers among the three spheres is a problem in the absence of incubating systems. If it is generally acknowledged that the bulk of service delivery activities occur at local government level, then efforts should be made to introduce proper infrastructure and effective management systems to bolster its ability to deliver services. Lack of such incubation systems is a recipe for breakdown.

In addition, the local sphere of government, by virtue of its favourable location, could provide valuable input about the real socio-economic circumstances of the citizens that is crucial in deciding about the nature of service to be provided. Such input is also valuable in terms of planning.

A unified public service

For any efforts by government to shift from a fragmented and disjointed to a co-ordinated, integrated mode of operation to succeed, there has to be a concerted effort towards aligning all its systems and processes, and achieving a climate of intelligibility and co-operation. Throughout the three spheres of government there has to be a shared common purpose of delivering services to the citizens. While each of the three spheres operates, according to the Constitution, in a distinctive environment, their nature of work forces them to adopt an interrelated and interdependent approach which, in turn, underlines the importance of a unified public service.

Some of the advantages of a unified public service would include reduced red tape and a relatively faster delivery pace.

Of great importance, creating a unified public service requires an improved and capable leadership, particularly in provinces. Efforts should be made to prop up provinces that do not have the capacity and also to standardise rules and regulations that apply across the three spheres of government.

Responses to Robinson Ramaite’s Paper

In addition to the above, the local sphere of government, by virtue of its favourable location, could provide valuable input about the real socio-economic circumstances of the citizens that is crucial in deciding about the nature of service to be provided. Such input is also valuable in terms of planning.
Finally, the public service should rigorously fight those factors which with time have been identified as blockages against efforts towards delivering services. These include:

- The lack of a common vision among officials in the three spheres of government regarding service delivery.
- The tendency to redeploy people who act as ‘stumbling blocks’ against service delivery rather than exploring procedural ways of purging them.
- Poor leadership and ability to delegate, which disables government’s capacity to deliver.
- A general lack of understanding of government legislation that results in service delivery efforts being bungled.

Dr Vincent Maphai
Political Analyst

As a developing country, South Africa should be complimented for its effective strategies to manage its economic and political realities. In addition, the concerted efforts towards policy co-ordination and integrated planning as generally promoted in government, should logically have a positive effect on service delivery as it would involve all government structures through the three spheres, thus ensuring that all government institutions “sing from the same hymn book”. This is basically what constitutes survival in any situation.

However, it should be pointed out that any endeavour towards alignment would be doomed to failure unless it is context driven. Government should strategise beyond alignment and define, by means of context, the nature and extent of the phenomenon of alignment. Our strategies should go beyond alignment and co-ordination to decide “how tight or how loose” such alignment or co-ordination should be. Either way would have some consequences.

Culture

One often hears about the consolidation of democracy. As part of a people’s culture, democracy is an ongoing phenomenon with temporal characteristics. From the moment when a country launches itself as a new democratic dispensation, its culture, both political and otherwise, evolves with time. Elements such as crime have been seen to be a common feature characteristic of the first five to 10 years of democracy in many countries. Examples on an international scale include the United Kingdom, where consolidation of democratic processes took 370 years, Sweden, 60 years, and Ireland since 1920 after emerging from British decolonisation. South Africans should acknowledge the fact that theirs is a young democracy which would require more time to mature.

Beyond the political culture, alignment should encompass both goals, objectives and strategies while vision and mission should be central to any form of operation, particularly where political undertones are eminent. Lack of vision and mission might result in total derailment of efforts.

Pressures in the post-apartheid SA dispensation

After the first democratic elections in South Africa in 1994, the country came under a first generation of leaders in a strange political environment. These leaders were prime movers who did not have anything to fall back on in terms of a political culture. They had a lot of things to pull together, some of which were irreconcilable, including building a government of national unity from various political parties. Located under one national umbrella, the various parties had to lay aside their different political ideologies and co-operate to avoid clashes. They also had to deal with a country with new geographical boundaries and steer a middle course within the ranks of the ANC itself, which had four cultures — the Robben Island culture, UDF culture, Umkhonto culture and the Lanaka culture.

In terms of the nature of their office, South African presidents had to characteristically act as transforming presidents while their American counterparts, for instance, were there to maintain a certain culture. The environment in which a transforming president operates requires a culture of urgency, decisiveness and building, e.g. integration and co-ordination to ensure sustenance and survival of the fledgling democracy.

Problems

The tendency to be “half pregnant”. The recent debates about the political landscape in South Africa, whether we are a federal or unitary state, are symptomatic of a major crisis. While the structure of our government is legally clear, the political environment suggests otherwise as, for instance, the ruling party is predominant in most of the provinces. While the current geographical set-up of nine provinces was relevant in 1994, does the government’s endeavour towards service delivery benefit from having provinces and provincial governments? One may argue that provinces might be unnecessarily prolonging the systems or channels of delivery.

On the other hand, structures might pose a challenge in speedy delivery, but with strong, determined and innovative leadership they could be circumvented. Delivery is to a large extent a public service rather than a political issue. This calls for public servants to be bold enough to take charge.

Steven Friedman
Centre for Policy Studies

The overall impression that South Africa managed to project throughout the world is that of a country which is over and above in control of its systems and strategies.

The main problem, that is widely shared by most people in the country, is the tendency of people to be impatient and highly demanding. It has to be borne in mind that South Africa is only a fledgling democracy that is hardly 10 years old.

The challenge of leadership is twofold; getting things done, and taking people along with you. There is a need to deepen democracy for public programmes. Sometimes there appears to be no adequate understanding of issues at grassroots. People need to be given choices to make. The public service is there to make democracy work.
Corruption in South Africa is a serious problem affecting all sectors of society that needs to be understood in the context of both globalisation and the country’s own unique history. Public sector corruption drains the state of resources and weakens its capacity to meet the needs of its people and its ability to create opportunities for personal advancement and growth.

As a result of changes in the way governments now operate all over the world, with a new emphasis on market-driven growth and development, new opportunities have been created for corruption, particularly in the procurement of goods and services. In South Africa those who pursue individual enrichment rather than collective empowerment abuse what is intended as a strong developmental state.

While it could perhaps be better communicated, the political will to address corruption has been demonstrated by a number of important programmes, cases and processes that compare well with international good practice. Leadership by politicians and officials needs to clearly demonstrate commitment to a value system that is based on the fundamentals of honesty and integrity.

The Challenges of Globalisation

Post World War II development was shaped by Keynesian policies, characterised by state-driven national economies, focused on the reconstruction and development of post-war Europe and the post-colonial world. During this period, global firms and multinational companies grew in strength and influence. Nevertheless, key characteristics of the period included: control of major industries by the state, state control over most services and encroachment by the state on the market, especially in post-colonial Africa and Asia.

These features led to over regulation and bureaucratic procedures in the service delivery process, with attendant increases in employment in the state sector. During this period market competitiveness played a major role in the
Globalisation has also seen a declining emphasis on the state side of acts of corruption. These include corruption developed under an illegitimate apartheid state and at certain levels of both the state and civil society became institutionalised. Redress and reconstruction of a racially skewed polity and economy are the major imperatives of the new democratic state, and are fundamental conditions for successful post-apartheid development.

In South Africa, it is important to understand corruption in its historical context. Corruption developed under an illegitimate apartheid state and at certain levels of both the state and civil society became institutionalised. Redress and reconstruction of a racially skewed polity and economy are the major imperatives of the new democratic state, and are fundamental conditions for successful post-apartheid development.

This is because under the new democracy, despite the opportunities for black political and economic empowerment, the majority remains excluded from economic benefits.

The present global conjuncture has also been accompanied by the rise of the “corruption industry”. New technologies have enabled corruption to take place speedily across time and space, and addressing corruption has become a global industry spawning conferences, experts, consultancies and “best practices”. Perception indices framed and implemented by supra-national agencies have become the defining standard for the nation state’s level of corruption, and decisively shape investment flows from developed to underdeveloped countries. One of the problematic effects of this industry is the method used to measure corruption. These include corruption indices and international league tables, which invariably place developing countries on the bottom end of the scale. Scoring systems are invariably based on perceptions, but these perceptions once computed and articulated in tables and graphs have a real impact on investment flows.

With the evolution of good practice in anti-corruption, there is a growing consensus that anti-corruption policy should combine enforcement and prevention measures. There is also agreement that a greater focus on prevention...
is likely to reduce the need for enforcement.

Moreover, the prevention and combating of corruption needs to be implemented on both the moral and systemic terrains, while building an honest and effective state requires an understanding of the different factors, which give rise to corruption.

In South Africa, redressing the legacy of apartheid requires concerted state intervention. The legitimate use of the state to redirect accumulation processes and to ensure redress of historical racial imbalances heightens the risk of corruption, and demands high levels of integrity to prevent empowerment strategies from becoming compromised by the conflicting interests of patronage and personal enrichment.

These constitute some of the key challenges to the South African state in pursuing its anti-corruption agenda.

Some of South Africa’s Anti-corruption and Ethics Achievements

The commitment of the new democratic government to fighting corruption has been demonstrated in a variety of ways, including the national anti-corruption summit held in April 1999. Resolutions taken at the Summit related to combating and preventing corruption, as well as building integrity and raising awareness. Subsequent to the adoption of these resolutions, government has initiated and implemented a number of programmes. These can be summarised as follows:

Combating Corruption

- A review and revision of legislation. A new Prevention of Corruption Bill has been developed.
- Speedy enactment of the Open Democracy Bill. The Promotion of Access to Information Act, 2000 was assented to on 3 February 2000.
- Establishment of special courts to adjudicate on corruption cases. A specialised commercial crimes court and prosecuting unit was established as a pilot in Pretoria in 2000, and a second pilot site was established in Johannesburg in 2002.
- Establishment of a multi-sectoral coordinating structure to support the development of a national anti-corruption programme. The National Anti-Corruption Forum (NACF) was established in June 2001.
- The establishment of the Directorate: Special Operations (of the National Directorate of Public Prosecutions) with its focus on organised crime.
- The establishment of the Asset Forfeiture Unit, which has begun to make serious inroads into recovering the ill-gotten gains of both criminals and corrupt officials.

Prevention of Corruption

- All departments are obliged according to the Public Finance Management Act (PFMA) and Treasury regulations to conduct risk assessments and to implement fraud prevention plans informed by such risk assessments.
- Blacklisting of individuals, businesses and organisations that are proven to be involved in corruption. The blacklist is accessible on the National Treasury website.
- Establishment of Anti-Corruption Hotlines.
- Disciplinary action against corrupt persons.
- A greater focus on monitoring and reporting on corruption.

Building Integrity and raising awareness

- Promotion and pursuance of social research and analysis and policy advocacy to analyse causes, effects and growth of corruption. The first step is the completion of the UN Corruption Country Assessment.
- Enforcement of the Code of Conduct and Disciplinary Codes in each sector. An Explanatory Manual on the Code of Conduct for the Public Service has been produced.
- Promotion of training and education in ethics. National training modules for public service managers have been developed.

The South African approach recognises the importance of developing a multi-sectoral approach to preventing corruption. This derives from a clear understanding that corruption is a problem of the public and private sectors as well as being a national and international phenomenon that requires global solutions.

The Enron and World.Com scandals illustrate that corruption is not limited to developing countries or small corporations. It is a problem that manifests itself through a range of activities and contexts, from petty corruption involving misrepresentation of travel claims to grand corruption in reporting in two major corporations.

Measuring Government Performance in Anti-Corruption and Ethics

In the absence of reliable anti-corruption data, a possible measure of government’s success is to benchmark it against international good practice. The OECD recently published a policy brief entitled Building Public Trust: Ethics Measures in OECD Countries. The brief was based on a survey designed to establish the steps required to build trust by citizens in public institutions. Emerging from the survey, the OECD identified the following steps:

- Defining a clear mission for the public service;
- Safeguarding values while adapting to change;
- Empowering both public servants and citizens to report misconduct;
- Integrating integrity measures into overall management;
- Coordinating integrity measures;
- Shifting emphasis from enforcement to prevention;
- Anticipating problems.
• Taking advantage of new technology.
  When we benchmark the post-1994 experience against these criteria, South Africa is performing well.

Defining a clear mission for the Public Service
This is spelled out in the Constitution as well as in a number of key policy statements. Chapter 10 of the Constitution outlines the values and principles of public administration, which include efficiency and effectiveness, the promotion of professional ethics, transparency and accountability, public participation, sound human resource management and affirmative action. These principles have been further developed in the White Paper on Public Service Transformation and the White Paper on Batho Pele.

Safeguarding values while adapting to change
The new imperatives of service delivery excellence and a new macro-economic regime, has demanded inter alia the privatization of state resources, and increasingly the restructuring and refocusing of the public service. These processes continue to be underpinned by a commitment to high standards of professional ethics as enshrined in the public service code of conduct.

Empowering both public servants and citizens to report misconduct
The passage of the Protected Disclosures Act of 2001 has provided whistle-blowers with protection. The Public Service Commission (PSC) has conducted awareness campaigns, and Public Service institutions are in the process of developing whistle-blowing policies and mechanisms to ensure successful implementation of the legislation. In addition, numerous hotlines have been set up at national and provincial level to receive complaints.

There is certainly room for improvement in the hotlines as they provide an uneven service, and there is reason to consider the establishment of a single national hotline. Institutions such as the Public Protector and the PSC receive and investigate complaints from the public and public service on allegations of corruption and unethical practice.

Integrating integrity measures into overall management
There is clear recognition of the need to integrate ethics and risk management into overall management. This is articulated in government’s anti-corruption strategy, and in transversal management training programmes being developed by the South African Management Development Institute (Sumd). A recent multi-sectoral ethics survey undertaken by KPMG, the PSC and Transparency South Africa (TISA), revealed that in all sectors integrity measures are not well integrated, and that managers responsible for ethics are generally not senior enough to make an impact, although this was less of a problem in the Public Service.

Coordinating integrity measures
Several steps are being taken to improve coordinated action around anti-corruption and ethics. Within government, the Department of Public Service and Administration (DPSA) convenes an Anti-Corruption Coordinating Committee (ACCC). The NACF and the Moral Regeneration Movement (MRM) are in the pipeline, but frameworks and systems have been developed to anticipate and plan around problems and risk areas.

Nevertheless, it should be acknowledged that generic systems and sloppy implementation means that much more rigor is still needed to ensure successful implementation in these areas.

Taking advantage of new technology
There is certainly much room for improvement in the use of information technology in the public service, particularly in the poorer provinces. While the main administrative departments in Pretoria have efficient IT systems, many of the large service departments are seriously underprovided.

Moreover, the IT systems of major departments still do not talk to each other adequately. Capturing of data is not uniform across the anti-corruption agencies, but under the aegis of the ACCC, these problems are being addressed with regards information on corruption.

At the same time, measures are in place to produce telematic anti-corruption and ethics promotion courses to broaden access to modules that have been developed.

The foregoing is not an exhaustive analysis, but simply an indication of the
kinds of steps that have already been taken to establish an anti-corruption and ethics infrastructure within government. Moreover, the benchmarks used were developed for ethics specifically within an OECD context.

It is possible to conclude, however, that South Africa has undertaken a variety of measures consistent with international good practice in advancing its anti-corruption and ethics programme. The effectiveness of the programme is not yet clear, but indicators on the extent of corruption and the success of anti-corruption programmes will always be a contested terrain.

It is important to consider the question of government commitment and political will. A recent Mail & Guardian editorial argued that: “The failure of South Africa’s anti-corruption strategy is not legislative or institutional. A plethora of state bodies exists to combat graft, including the special investigations unit formerly under Judge Willem Heath, the Scorpions, the Public Service Commission, the auditor-general’s office and units in all state departments. Government has convened an anti-corruption summit and enacted codes of conduct for executive members. New legislation is planned.

The problem lies at the level of implementation and political will. Leaders recurrently fail to lead by example and to take swift and uncompromising action against offenders in their own party. Political will is relative and is never absolute in any national context. There are cases which demonstrate political will, and those where will is not demonstrated. Expectations around “swift action” are sometimes unrealistic when legal processes need to run their course. Often when they have, then the outcomes demonstrate that in fact there is political will. The recent example of the forestry tender issued by the Department of Public Enterprises is a case in point. Arrests in connection with the theft of state medicines in Mpumalanga are another example of the existence of political will. At the same time there are lingering questions, which remain around other cases that have been profiled by the media, including the arms procurement case.

There is no evidence of a denial of the problem of corruption in South Africa. The President frequently makes reference to the unacceptable nature of corruption in keynote speeches, often in relation to the sphere of local government. Notwithstanding the doubters, particularly in the media and political opposition, the perpetrators of both petty and grand corruption are brought to book, and are often successfully prosecuted or disciplined.

South Africa is faced with a problem of personal morality, which manifests itself in corruption. This problem has led to the establishment of the MRB under the aegis of the Deputy President. Underlying the creation of this movement is a disquiet in leading circles that national liberation has been accompanied by a decreasing concern for the collective good in exchange for an obsession with personal advancement and enrichment. One of the manifestations of this is the misuse of state power and access for personal gain. This is an ethical problem that presents a major challenge for the new South African democracy.

The other major challenge is perhaps more complex, but is related and possibly more challenging: It concerns the legitimate use of the state and state resources to facilitate empowerment and the redirection of accumulation and development.

This lies at the heart of the transformation and reconstruction of South African society, but the dividing line between the empowerment of black people as a group and patronage and personal enrichment is very thin. What becomes a critical challenge is the procurement process and the issuing of contracts.

Risks are increased by service delivery strategies pursued during the global era of public management reform. Privatisation, outsourcing and the creation of delivery agencies provide opportunities for empowerment, but at the risk of state power being abused in the procurement and contracting processes.

Resolution of these issues is where the challenge of political will lies. Personal morality, and the commitment to empowerment over patronage and personal enrichment, are challenges that can only be resolved through exemplary political commitment and leadership.

Conclusion

This paper has argued that globalisation and public management reform pose challenges to anti-corruption and ethics programs. Technological advances enable rapid communications and transactions, which heighten the risk of corruption.

In these conditions the role of the media has changed, providing a potentially countervailing force to global corruption. Good governance service delivery reforms, such as privatisation and outsourcing have created new opportunities for corruption.

South Africa has moved to create a sound anti-corruption and ethics structure in the post-apartheid period. Sound prevention management and ethics systems have been developed and are being implemented, while combative legislation and agencies are being strengthened.

The legitimate use of the state to redress and refocus development and accumulation is open to abuse, while the imperatives of personal enrichment and aggrandisement have led to an identified need for moral regeneration.

This has placed issues of personal morality firmly on South Africa’s transformation agenda. A large part of the solution lies in strong, principled and exemplary leadership.
At hindsight South Africa has shown much purposeful and commendable effort to move away from corruption. This effort was invigorated by a massive political drive. This has led to general awareness amongst the community at large about the damage of corruption on government attempts towards service delivery, an awareness that resulted in general openness and willingness to talk about and expose perpetrators of corruption.

Fighting corruption is a battle that requires concerted and integrated efforts from various sectors, e.g. government, the community and the private sector.

From the premise that institutions reflect the state of the society, it becomes logical that communities should play a major role in rooting out corrupt elements.

On the other hand, institutions should lead by making sure that employees who are found guilty of corrupt deeds are not only exposed but also disciplined. Punitive measures meted out against corrupt elements should be of a nature that it would send a clear message about government’s “zero tolerance” of corruption. Institutions that have fallen prey to fraudulent acts should not only dismiss the perpetrators but also retrieve assets that have been stolen.

In order to be able to do that, institutions need to deal with certain internal problems that normally provide fertile ground for corruption, one of which is the tendency of line managers to refer their responsibilities to human resource personnel.

The task of overseeing employees, evaluating, dealing with problems and mentoring and training where it is necessary, always remains the responsibility of line managers who are supervisor and is not transferable. Specialised agencies should only come in as a last resort.

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South Africa has taken enormous steps in the struggle to combat corruption. The various anti-corruption Acts, Bills and policies that have been promulgated and the many government structures and agencies that have been set up bare testimony to that.

However, there are still many challenges that need to be surmounted.

Over and above the Bills, potential whistle-blowers need a reassurance that they will be protected from suspects who are out on bail.

Recent business catastrophes on the global economic platform involving the collapse of major companies in America and elsewhere in the world have highlighted the fact that, against popular
thinking, corruption is not only concentrated in government institutions. As a result, government’s efforts towards combating corruption should be multi-pronged in order to make impact on both sectors. The multiple anti-corruption agencies that government establishes have to be efficient enough to root out corruption in a situation that is divergent. Any strategy that could prove viable in fighting corruption should involve ethics training. As the phenomenon of corruption amounts to the abuse of entrusted power for private benefit, it is inseparable from ethics.

Far from being an exclusively government issue, corruption should be perceived as a social responsibility. In other words, if the society understands the debilitating impact that corruption has on service delivery, they would be able to join government in its campaign of anti-corruption. The realisation that corruption robs them of their rightful treatment in many respects in government institutions to report and expose the corrupt elements, both companies and individuals who wrongfully benefit through corruption.

For the problem of ignorance among government officials in relation to legislation governing their jobs and the kinds of decisions they make is most often responsible for most administrative slips in government institutions. This, coupled with the general inability to document information, keep records and administer contracts has been responsible for government losing large sums of money on court cases and unaccountable expenses.

Besides ignorance as regards basic legislations, officials are often left to explore on their own and gain experience through observing others at work. This lack of proper training and basic manuals that inform people about the expectations and responsibilities pertaining to their work provide a fertile ground for discords and faulty decisions.

Regarding financial management, government introduced the Public Finance Management Act with an aim of tightening its financial control systems to reduce irregularities in expenditure and promote accountability. However, the tendency of government institutions to rely on outside agencies for auditing and financial management reduces the Act’s effectiveness as it results in insides often colluding with outsiders on fraudulent deeds.

Fighting corruption in an institution remains the responsibility of managers who, by virtue of their position, would be more likely to observe any misconduct among their immediate staff. In many instances, there should be a set of rules that clearly define the kind of behaviour that is expected of each employee in the institution.

For members of the community to confidently report acts of corruption and malpractice that they experience or observe, they need the reassurance, in terms of the Protection of Disclosures Act, that safety will be guaranteed and their identity will be protected. They also need the reassurance that following their action, proper action would be followed to correct the situation.

We can observe that "social responsibility" is an important and often neglected factor in the fight against corruption. By involving the private sector and NGOs in anti-corruption efforts, the society as a whole can become more vigilant and proactive in detecting and exposing corrupt acts. This can be achieved through increased transparency in government processes, making it harder for officials to engage in fraudulent acts. By ensuring that whistleblowers are protected and their identities are safeguarded, they are more likely to observe and report any misconduct.

In fighting corruption, it is important to involve the community and make them aware of their role in combating it. Education and ethics training are crucial in instilling the values of integrity and accountability among government officials. Additionally, having a database that tracks the performance of officials and contractors can help in identifying patterns of corruption.

Legislating towards fighting corruption

The Administrative Justice Act is a cornerstone of anti-corruption legislation. It enforces minimum administration standards for government officials. Accordingly, government officials are compelled to give a written account with reasons for every administrative decision they make.

In addition, the public has the right to observe, they need the reassurance, in terms of the Protection of Disclosures Act, that safety will be guaranteed and their identity will be protected. They also need the reassurance that following their action, proper action would be followed to correct the situation.

Finally, the legislative frameworks and policies that are being produced in South Africa are some of the best in the world. However, beyond the paperwork lies the responsibility to implement. Putting in place common and coherent preventive strategies against corruption in all the three spheres of government is a daunting challenge.

The situation is further compounded by the inequality in terms of capacity and expertise among the departments at national level, the provincial sphere as well as the different local structures. The need for risk management and the expertise in terms of early warning systems is crucial, particularly at the local sphere where delivery occurs and the potential for corruption is even greater. There is a need to improve hotlines, make them effective and protect people who report corruption and fraud.
Service Delivery

Innovation and e-government
Though it is the ultimate responsibility of government through the Public Service to deliver services to the people, its ability to do so is, however, also impacted by extraneous factors in the broader environment. These factors could serve as either enablers that ought to be leveraged or as potential hurdles that ought to be managed. It is therefore important to understand service delivery issues within a myriad of macro contextual factors, including but not limited to the following:

- South Africa is a developmental state and therefore this poses critical challenges for the public service to ensure that as a machinery of government it should be optimally used to engender a thoroughgoing transformation of our society and thus ensure a better life for all by inter alia providing services in an efficient and effective manner. The South Africa state cannot abdicate its responsibility as the principal agent of socio-economic and political transformation by adopting a laissez faire approach and thus leaving this task to the market and other forces.

- A plethora of progressive frameworks, policies and legislation has been put in place to effect the transformation mission. Some of the principal ones are the White Paper on the Transformation of the Public Service and the White Paper on the Transformation of Public Services — Batho Pele. These two policies are testimony to the fact that the public service is a powerful machinery that should be optimally used to serve the people. Furthermore, the transformation of the public service into a people-centred machinery is further testimony that the public service is not and should not be a self-serving entity oblivious to the needs of the people. Rather, the mission of serving the people and putting the people first should inform the public service how it conducts its “business”, including how it reconfigures itself in order to best serve the people.

- The increasing and unavoidable globalisation phenomenon and its concomitant implications, such as its impact on the sovereignty of the nation states. In particular the ability of nation states to still make independent policy choices that put the needs and aspirations of its people first, which might not always be in harmony with the “agenda” of multinational organisations and donor countries.

- The paradox posed by Information and Communication Technology (ICT) revolution. Undoubtedly ICT has offered real possibilities of what previously was an unimaginable means of doing things better, faster and more effectively and cheaper. However, if not properly applied without consideration for contextual realities, this could have the unintended effect of creating new forms of marginalisation in society, thus creating “e-apartheid”.

### The importance of innovation and e-government in service delivery

The task of improving and providing public goods and services in an efficient and effective manner to all the people in order to ensure a better life for all, can easily conjure up images of an insurmountable Herculean challenge. This is simply because service delivery is a function of many and varied factors. Improving service delivery is therefore a multifaceted, multidimensional task and challenge — which also require equally multifaceted, multidimensional intervention strategies. There are those factors that are immediately obvious as key to improving the manner in which services could be delivered in a better way. These include, for instance, the usage of technology: ICT. However, very often people make a direct link between “back-office” processes and systems such as human resource and its process such as recruitment or performance management, or even financial processes such as budgeting with service delivery.

For instance, if an institution’s Human Resources (HR) plan & strategy are not aligned to the organisation’s overall strategy, it’s most likely that HR processes such as recruitment and selection will not be geared towards selecting candidates with the most appropriate
competencies, expertise required to deliver the mandate of the organisation. Furthermore, if the recruitment process of an organisation is cumbersome and thus the turn-around time of making the final appointment decision is long and protracted, the organisation runs the risk of losing the right candidate as there might be other organisations who might be competing for the same candidate - but which have quicker and shorter recruitment and selection processes and turn-around time. Obviously the consequences include the fact that service delivery is adversely affected.

This example of how vacant posts adversely affect service delivery can be observed in reality in those institutions which have high vacancy rates, especially senior positions.

This above example serves to illustrate that service delivery improvement and provision is a function of many direct and indirect factors and thus therefore makes it a complex, integrated, and comprehensive process which is also time-consuming. As such, this article does not aim to address the issue of service delivery in an exhaustive manner by addressing all the service delivery aspects, rather the main emphasis will be on the role of innovation and e-government.

It is difficult to imagine how any serious attempt to improve service delivery can happen without any attempt of doing things better, differently. Simply stated, the spirit and practice of innovation is a fundamental prerequisite to any serious and bold effort to improving service delivery in a thoroughgoing manner. Albert Einstein’s words are very instructive in this instance, “the significant problems we face cannot be solved by the same level of thinking that created them”.

For a developing country such as ours, it’s important that innovation should be contextually relevant by addressing real service delivery issues
and challenges. These issues and challenges should for instance include finding more cost effective ways of delivering services to the increasing number of citizens — but still at acceptable levels of quality; ensuring that accessing services is both easy and convenient. This means that easy access and convenience should translate into services being nearer to where people reside, information on how to access services is provided in a user-friendly non-bureaucratic way and services institutions offering these services offer them at times that are convenient for citizens. Hence, the advent of e-government and its vision of 24/7 service provision is a powerful expression of innovation in the public service.

Furthermore, innovation should not just refer to innovation in a narrow technological sense but should also include "soft" innovation. This refers to leveraging and fostering relationships with all relevant role-players in the service delivery value chain in order to deliver services in an effective manner. This therefore also implies innovation should also mean finding new and better ways of coalescing all forces of change and their energy and wisdom to improve service delivery. These forces include for instance non-governmental organisations, beneficiaries of services, donors, etc.

Finding better and innovative ways of engaging users of services should ensure that they are not just passive recipients of goods and services but rather become key active engineers, authors and implementers of service delivery improvement efforts. This hopefully should also foster a spirit and a sense of responsibility and accountability among service recipients and users. This therefore also raises important considerations of leveraging innovation and technology to further deepen participatory democracy.

Innovation is also about the ability to breakaway from traditional, narrow populist and ideological orientations and exploring alternative means of delivering services. That is, being bold and thinking laterally. In thinking about alternative ways it's important to give priority to considerations of how new ways of delivering services improve the lives of ordinary people, how new ways of delivering services can enhance the machinery of government's effectiveness and efficiency. In other words, operational efficiency and effectiveness should also be a key consideration in exploring alternative service delivery approaches.

Though innovation can occur organically, it is nevertheless critical that deliberate efforts should be made in the public service to foster both the spirit and practice of innovation by creating an environment within which these will be nurtured, developed and be allowed to flourish.

The significant service delivery challenges facing the public service are such that it is not enough to rely on an organisic process for innovative practices to evolve. Innovation should be the cornerstone of service delivery approaches. Institutionalising and fostering an innovative spirit and practice will require that innovation should be knitted into all the public service systems and processes such as recruitment, performance management and incentive schemes to reward innovation.

Leadership is also important for engendering the spirit and practice of innovation by visibly driving this process and “walking the talk”.

The provision of public services through ICT platforms or e-government is a vivid example of using technology to provide services in an innovative manner. However, e-government should not be understood in a narrow technical sense.

Gartner’s (2002) definition of e-government is therefore very instructive in this regard. E-government is: “the transformation of public sector internal and external relationships through internet enabled operations, information, technology and communication (ICT), to optimise government service delivery, constituency participation and governance.”

It is therefore clear from the Gartner definition that e-government is not just about technology and not about technology for its own sake, but it’s rather about technology as an enabler in an effort to transform the manner in which services are provided.

If e-government is just a technological phenomenon it runs the risk of heightening e-apartheid, being too costly and unsustainable. The “e” of e-government should be comprehensive and all-encompassing to include all forms of technology such as fixed line and cellular telephony, radio, television and even “bricks and mortar” platforms which could be used innovatively to deliver services in a sustainable, cost-effective/efficient and effective way. Indeed the phenomenal growth of cellular phone usage globally and in South Africa also presents new opportunities to leverage technology in the quest of providing services in a smarter and effective way.

Gartner Group 2002, notes that in Europe ownership of cellular phone has passed the one billion, the number of cellular phones is now greater than the number of fixed line connections, more people send and receive sms on their phones than use the internet and meanwhile PC sales have generally stagnated and their sales are dwarfed by those of cellphones.

Conclusion

In conclusion, it is clear that the Herculean task of transforming the public service into a well-oiled, therefore efficient and effective service delivery machinery — which puts people first and ensures that indeed Batho Pele is a practical reality — requires that new paradigms of doing things differently, better and indeed with boldness, should be a fundamental cornerstone of service delivery improvement initiatives and ethos of the public service.

This means innovation should not be an esoteric creative exercise but rather an integral part of doing “business” in the public service which ultimately should translate into providing services to the people in a smarter way, which in turn should lead to the betterment of people’s lives.

Indeed, South Africa should capitalise on the fact that it is one of newest democracies in the globe in the new millennium. This presents us with the rare historic and opportune moment of being able to learn from both the worst and best practices which other countries have experienced.
There are two critical issues in talking about innovation in the public service. The one is the public service innovation value chain. A lot of what Kgotsa said reflects the fact that innovation is not an event, there are a set of activities which have results, spin-offs at various points in time, and that suggests a value chain context.

**A basic value chain**

Firstly, we start with challenge, in response to the challenge, we might come up with a number of ideas about how to address that challenge. Those ideas typically are worthy of being called ideas because they are different from what we are currently doing. To make the jump from idea to implementation, there are a couple of steps which the public service or other types of organisations may not engage in.

Firstly, research and development (R&D). You really can’t talk about innovation without talking about research and development, which is an intensive process which many institutions, or some institutions in broader government, are engaging in currently, for instance the Centre for Public Service Innovation, and the Universal Service Agency. I don’t want to suggest that this is a linear chain, and that we have to move from the one to the other as we move along. For an example, R&D will be a cyclical process which will involve, after the initial development phases, research and analysis, and also business development.

The next set of activity in that chain will include invention, and innovations of quality and strategy type, or project or programme type, or institutional type or of a technology transfer type, in other words bringing new technologies which are not in general use in the public service or innovations transfer which is not technology-based. Having sifted through all that activity which is quite time-consuming, and needs to be time-consuming, because unless it is, there is also the possibility of setting ourselves up for failure.

Assuming that we are now moving into the next phase, we will be doing things like testing, piloting and early stage implementation. There are specific characteristics which occur in each of these phases.

We then move and say, for instance, well actually the telemedicine pilot at 33 rural clinics is working very well, it has taught us the following lessons and we are now ready to roll-out to 500 clinics, and we start with a completely new phase of activities which have a number of elements such as notification and aggregation (which are very important), and then mainstreaming. Moving on and assuming that the process is happening with some level of success, and of course there is constant articulation and sowing...
between these various phases. And at some point we start to emerge with results. What do we do then? How do we assess those results? We have to measure those results in terms of, amongst other things, citizen/customer experience, positive experience, efficiency, effectiveness, quality, savings. I don’t think we can undermine the issue of savings because unless we are demonstrating savings to this process, we are not really demonstrating efficiency, effectiveness or quality — those things are very much tied together.

But does the measurement of impact or result stop there? If one looks at the private sector innovations it does not stop there because the ultimate question is what impact does it have on the economy, and for government the question is both what impact it has on economy and on society. For example, the positive lessons about the automotive industry in SA, a very positive outcome in terms of early stage macro-economic strategy for manufacturing industry, and five years later showing real value additions and positive impact for the economy — what does that mean for the public service?

Finally, if we are going to engage in R&D and innovation, we have to manage it. Let me just very briefly point at two of the issues, one the innovation question and the e-government question. We might conduct significant R&D activity at department or cluster level, hoping that it would lead to innovations in terms of delivery, and in particular new service modalities, efficiency, effectiveness and quality. In the private sector, outcomes could be new revenue streams, efficiency, effectiveness and quality.

The question is how does one consider making revenue streams in terms and quantity in rands and cents and how one does one do that in terms of new service delivery modalities? I don’t know the answer to that question, I think it is the subject of conversation.

E-government and information management

I want to look at only two critical success factors for e-government, access and content. From my perspective those are absolutely fundamental.

Access

Let’s examine the question of access first. We have over a number of years in SA looked at alternative models of access. One of those is the Multi-Purpose Community Centres (MPCCs). Our thinking about MPCCs is changing, although may not be changing fast enough. Currently we are still talking about buildings, a structure where you can get a telephone, fax, mobile and a computer all in one environment. But actually anything, any institution or building, is an MPCC, and it is that kind of thinking that should permeate the drive for innovation. What about garages, shops, clinics, etc — institutions that were typically used for a set and defined purpose. Let us think about them in different ways.

The other issue is that of multi-user access. Is mobile the future?

Content

Content relates to a number of issues. First and foremost, the customer/citizen experience. What’s is the experience of the person interfacing with the e-gov-
ernment delivery system or some new innovation? A very significant content issue is the question of whether government is pushing content and information at people, or people are actually demanding or pulling content/information and content from government.

The question of government interaction with citizens, questions of push and pull, citizens engaging and designing and adding information to the content, is absolutely fundamental.

Not least of all, in another very critical area raised here, are issues of social development, social security, and I want to bring this word to the conversation, sustainable livelihoods — because the theory of sustainable livelihoods is that its really not government doing it. Government is providing opportunities and resources for people to manage their own livelihoods.

How does e-government change the current situation?

Lastly, covering these areas, there are fundamental questions about pace — the volume of innovative activity that is taking place simultaneously. Yes, there is a big debate about whether we should do it in small slices or the big bang approach. The big bang approach often ends up in trouble, but despite that it is still the question of volume of innovative activity and the period at which we grow them. You only get innovation when you have an accumulation effect, and if the effect is too small, you don’t get the accumulative effect of innovation.

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What we really ought to worry about is how citizens experience government. How can ICT be used to enhance that? The idea here is that citizens have their normal needs, and whatever we do we need to fulfill those or satisfy those needs. And the idea is to make sure that citizens experience government and government structures itself around citizens.

This means that if we are talking about a natural person, this should happen from cradle to grave, we should anticipate what is going to happen to a person including life events and processes. ICT can assist in doing that.

Problems with government now

Government is fragmented. If you want to register a company there is no place where you can go where you can just say “I know where to go”. You have to know which department offers that service, and once you know which department is doing that, there are things you have to know about the department and its processes.

The other problem is poor turn-around time. When you apply for an identity document, in theory you are told it can happen in five hours, but in practice it may take up to a year. And that is not helping. This can be done much quicker.

The other thing, and it is the biggest, is the wrong door effect, where you stand in a queue and after 20 minutes you discover you are in the wrong queue. There is nothing telling you where you have to go. How do we use this ICT to eliminate, amongst other things, this wrong queue effect?

The other challenge is access. Is a developing country how do we access these ICTs? There are certainly problems in accessing these ICTs. Everything (maybe not everything) in South Africa, is priced in dollars — even if it is made in South Africa.

If we are talking about ICT I think the first thing most of you have been thinking about is power fault — it is a problem. People who manufacture these computers assume that everyone has power supply from Eskom, — but that is not always accurate.

We all come from South Africa and we know how things are. There are alternative power sources. The other thing is the dialling tone. If you can give me a phone or a line where I can plug something in and this line has a dialling tone, I am happy. If you can give us those two things, then we are able now to reach these communities that normally cannot be reached. When we talk ICT everyone thinks we are talking about Sandton. We hope the Conversation will assist us: how do we reach those people who are not in Sandton?

Challenges — What ICT should bring to people

The first thing is speed. We assume that people should be able to utilise speed brought by the computer. How do we see ourselves utilising speed coming from the computers and make sure that we get value from the speed we are getting?

The other thing is a single window, a single window that is structured around the life events of natural persons and juristic persons. There is a need to produce catalogues, dummy-guides, and booklets for the citizens, providing them with information on processes and procedures.

Challenges

We also need to overcome the legal framework, deal with the technical infrastructure, language and the human resource infrastructure.

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Institutional innovation and engineering is very important. Innovations, through information technology, facilitate communication with government — horizontal relationships and communication. It also facilitates transactional interactions, citizen-government interface, and builds an electronic citizenship.

Understanding separation of production and provision of information technology opens up possibilities. Also of critical importance is the contractual relationships between the producer and provider. Some of the problems that face countries in Africa are lack of infrastructure, structural problems in effectively implementing IT innovations, and strategic problems.

There are several lessons we can learn from a country like India, for example. The three main issues and challenges facing the rest of Africa and South Africa are: the right policy framework for innovation; research and infrastructure; and procurement.
As a member of the Commonwealth establishment, South Africa is part of the global village. By implication, the country has broken through its thick isolation walls and laid itself open to all phenomena associated with globalisation that affect other countries. This has major inescapable consequences in terms of how the country conceptualises strategies around its obligations to its people, that is, how it delivers services, foreign policies, etc.

To cement and secure its place in the global village South Africa has over the years formed regional, continental and global alliances to seek out support on an array of issues, i.e. economic and social matters.

Being a member of the global village, that is, globalisation, impacts on policy development. As much as policies have to be reflective and responsive to internal demands, they also, to some extent, have to reflect and conform to the global perspective. Regarding service delivery, the country will always be compared to other countries. Service delivery graduates from being a local to an international obligation.

Therefore, when determining what citizens want and what kind of service we need to provide, we have to take into account what the international market is beginning to showcase.

**Service delivery**

The challenge of delivering services has been occupying the minds of public service managers over the years and it will always feature prominently in their future plans. In the present South African context one cannot talk about service delivery without considering horizontal governance. From the premise of departmental approach to service delivery, our major challenge is how to reengineer processes to ensure that we can deliver to the public services that are streamlined. In other words, how do we move from “silos” in service delivery to a single-window approach?

One of the latest paradigm shifts in the public service involves forging partnerships with institutions across the sectoral divide to share the responsibility of service delivery. As a consequence, some of the values that were synonymous with the public sector are more likely to erode. Therefore the major challenge facing the public sector is how it would
preserve some of the good public service values. In the face of new modalities of delivery such as agencies, outsourcing and privatisation and the use of ICTs in the place of conventional delivery modes.

Another inevitable consequence of new delivery modalities is the complication of management and reporting channels. Moving from the conventional defined and top-down (pyramid) bureaucratic management style, the public service has to adjust to the prospective multi-sectoral environments. This would also have effects on performance management, i.e. performance evaluation and reporting. The challenge is for the public sector to explore new ways of managing performance in service delivery within its new operational initiatives. Amongst other things the public service might be compelled to adopt an entrepreneurial and innovative culture which has, over the years been synonymous with the private sector.

In transforming the public service in accordance with operational expectations in the new delivery modalities, leadership becomes a crucial aspect to contemplate, particularly as regards qualities and competencies. Given the kind of qualities and competencies that have over the years been characteristic of leadership in the public sector, what should be the point of concern now is whether such competencies would still be relevant in the new dispensation. If not, it would be contingent upon the public service to develop new competencies profiling methodology that would breed a new calibre of leaders with the kinds of competencies that would match the challenges of the new delivery environment.

The dual-pronged nature of public service itself further complicates the challenges of transforming it. By its nature, the public service is both political and administrative. Any transformation efforts should encompass a rigorous reconciliatory drive that would result in political leaders and administrative leaders co-existing in a co-ordinated integrated leadership environment.

Amidst the political and administrative confusion, we have to remember that South Africa, whether federal or unitary, has three spheres of government — the national, provincial and local spheres. Each of these spheres requires some guidance in carrying its obligation of delivering. Our major challenge is ensuring that the business of service delivery takes precedence above all else in all the spheres.

Also, given the distinctiveness of the spheres of government, it often happens that decision-making at policy level is irreconcilable and contrary to the actual circumstances of the citizens. The purpose and relevance of government policies is contingent upon the quality and validity of the information that they are based on.

An integrated, co-operative working relationship between the three spheres of government can thrive on the existence of proper information channels in which input from each of the three spheres would contribute towards decisions and policies.

While these things are being developed, we should also bear in mind the importance of continuity of high quality leadership in the public service. The present crop of skilled leadership should take it upon themselves to drive empowerment programmes to breed future leaders through mentoring, experiential learning and rigorous training.

Challenges of service delivery

As is often the case with policies, the services that the public service roll out to citizens with the aim of improving their lives often do not achieve that goal. In their quest to deliver services, public officials tend to draw service delivery programmes within the context of what they think should be delivered instead of what the citizens actually want. Service delivery cannot happen in a vacuum. It has to be needs-driven. In addition, we always have to be mindful of being caught up in quantity rather than quality of services.

Because of the bureaucratic nature and a ramification of procedures and processes, many governments across the globe spend much time preoccupied with planning and conceptualising at the expense of service delivery. Apart from quality as an important element of service delivery, citizens in many countries also identified timeliness as of equal significance, calling on their governments to reduce red tape and simplify government processes.

People who make decisions at high policy level need to be conscientised about the importance of interfacing with the citizens about the kinds of services they need. Also, leadership training should cascade down to the actual points of contact between the government and the citizens.

By increasing the competence of public officials who are in daily contact with citizens this will automatically improve the quality of the services.

Breaking away from “siloism” whereby citizens access departments rather than services. However, as we adopt innovative systems such as e-government and ICTs, it should always be borne in mind that IT is there to support service delivery rather than drive it.

Also, whatever multi-channels and innovative initiatives we deploy, they have to be guided by the actual circumstances of the citizens.

Corruption

It has to be admitted that corruption is reflective of the society and thus cannot be isolated from the usual managerial responsibility. In the public service anti-corruption is often compartmentalised and mainstreamed to one unit within the institution or, worse still, to an agency outside the institution.

Anti-corruption and issues related to work ethics should be dealt with by line-managers. Government needs to explore ways of incorporating issues of ethics and values into the whole aspect of performance appraisal system for managers.

Also, bearing in mind that corruption can be prevented only if it is understood, efforts need to be made to explore deeper into the nature and causes of corrupt behaviour and how issues of corruption, ethics and values can integrated into human resource development programmes both in the public service as well as the private sector. Furthermore, fighting corruption would most likely not succeed without the involvement of the community, as corruption is a social responsibility.
The Manager and the Internal Auditor
Partners in Profit
by Lawrence B Sawyer and Gerald Vinten

Lately, in our exploratory discussions on better ways of improving service delivery, the idea of forging partnerships almost always recurs. We talk of collaboration between sectors, organisations and institutions as a way of pulling together human capital across institutional boundaries to defy the traditional "isolationism". Lawrence B Sawyer and Gerald Vinton’s book *The Manager and the Internal Auditor — Partners in Profit*, introduces a new perspective to the realm of service delivery, a rallying cry for partnerships between managers and internal auditors. This is a book written specifically for managers and aspirant managers, a reliable companion that will see you evade those moments of guilt and embarrassment about mismanagement of funds.

Sawyer and Vinten, both world acclaimed, experienced auditors with numerous prestigious awards in the field of auditing, highlight the importance of establishing internal controls in organisations and illustrate how teamwork between managers and auditors can be a highly effective means to avoid corporate disasters before they occur.

The authors sound a warning that running organisations — be they in the private, public or non-profit sector — has never been so risky. The situation is aggravated by the ever-softening of boundaries between the sectors, i.e. the break-up of the state sector, the ambiguous intermediary role of "not for profit" organisations and turbulence in the private sector which lends a breeding ground for chaos and a culture in which fraud can flourish.

The authors present a proven formula for organisational success through the joint working of managers and internal auditors as partners for profit, growth and sustainability. By drawing on the latest insights into the needs and nature of management, the book clearly shows that in planning, budgeting, organising, directing, controlling or formulating strategic policies, the internal auditor’s assistance is undoubtedly invaluable.


Into the People Effectiveness Arena
Navigating Between Chaos and Order
By Theo H Veldsman

For a long time, organisations were operating along the myth that organisational success lies in the procurement of better and more enabling resources. Recently this traditional lopsided approach is giving way to a more realistic approach that regards people as the nerve-centre of any organisation.

Theo H Veldsman prudently takes you on an analytical journey through an imaginary organisation in which people typically create wealth. Each organisation is an arena and in this “people effectiveness” arena, people play a pivotal and indispensable role in ensuring business success. Theo H Veldsman maintains that if people are empowered with expandable and renewable competencies and energies, they will leverage the enabling resources of the organisation, e.g. money, technology, facilities, source materials and information, to work synergistically to achieve the organisation’s shared strategic intent.

The arena is holistic, comprising an integrated network of diverse variables in which the whole is larger than the sum of its parts, e.g. strategies, designs and resources. Any given variable must be seen in the context of the other variables making up the Arena. Though each variable has its own unique nature, dynamic and evolution, it owes its identity to the other variables and the interconnectivity between them makes them mutually dependent.
To a modern-day HR manager, Theo H Veldsman maintains that at the hub of the organisational arena is a people performance process through which the leverage of resources by people occurs, and wealth is created. The performance process consists of opportunities (challenges, problems and issues to be addressed), intentions (what is to be achieved), action (activities undertaken to realise intentions) and outcome (results) enabled by competencies (“can do”) and energy (“will do”).

Veldsman, a seasoned management consultant, registered psychologist and personnel practitioner, keynote speaker, author and family man, sends out a message to all HR managers. Amid the chaos, tension and heat generated by the divergent dynamics characteristic of any arena, the diligent way is not to deal with issues individually but to placidly discover and build overall action patterns appropriate to their unique situation. He also points to typical counter forces that usually sweep through arenas such as globalisation, competitiveness, change navigation and organisational culture and design as key factors to be on the look out for.


The Mystery of Capital: Why Capitalism Triumphs in the West and Fails Everywhere Else

By Hernando de Soto
Reviewed by Bongani Matomela

A Peruvian economist and one-time governor of Peru’s central bank, Hernando de Soto’s book exposes how capitalism has been made and engineered not to work and benefit the ordinary entrepreneurial people of the developing world. It gives a fresh perspective to the failures of capitalism in developing countries. He identifies five mysteries of capitalism: the mystery of missing information; the mystery of capital; the mystery of political awareness; the mystery of legal failure; and the missing lessons of US history.

Basing his argument on research work conducted in selected major cities in Africa, Asia, Latin America and the Middle East, De Soto argues that the major stumbling block that keeps the rest of the world from benefitting from capitalism are its rules, regulations, political and administrative systems that prevent people in these countries from turning their assets into productive capital goods and services. He argues that people in the developing world work hard, have entrepreneurial skill and zeal; they own assets worth trillion of dollars, but the legal, economic, and political systems work against them.

De Soto argues that at least 80% of people in developing countries cannot inject life into their assets and make them generate capital because the law and the political system keep them out of the formal property system.

De Soto concludes by saying that promoters of capital have yet to understand that macroeconomic reforms are not enough. We must not forget that globalisation is occurring because developing and former communist countries are opening up their once protected economies, stabilising their currencies and drafting regulatory frameworks to enhance international trade and private investment. What is not good with these reforms is that they assume that these countries’ populations are already integrated into the legal system and have the same ability to use their resources in the open market. De Soto justifiably contends that so long as the assets of the majority are not properly documented and tracked by a property bureaucracy, they are invisible and sterile in the market place.

This is a very insightful and refreshing book for any scholar and practitioner of development and economics, and has received worldwide acclaim from eminent business and economic journals and publishers for its insightful and powerful explanation of why the capital market is failing the poor.
Thinking laterally

Three South Africans and three Aussies are travelling by train to a cricket match at the World Cup in England. At the station, the three Aussies each buy a ticket and watch as the three South Africans buy just one ticket between them.

“How are the three of you going to travel on only one ticket?” asks one of the Aussies.

“Watch and learn,” answers one of the South Africans.

They all board the train. The Aussies take their respective seats but all three South Africans cram into a toilet and close the door behind them.

Shortly after the train has departed, the conductor comes around collecting tickets. He knocks on the toilet door and says, “Ticket please.”

The door opens just a crack and a single arm emerges with a ticket in hand. The conductor takes it and moves on.

The Aussies see this and agree it was quite a clever idea. So after the game, they decide to copy the South Africans on the return trip and save some money (being clever with money, and all that). When they get to the station, they buy a single ticket for the return trip.

To their astonishment, the South Africans don’t buy a ticket at all.

“How are you going to travel without a ticket?” says one perplexed Aussie.

“Watch and learn,” answers a South African.

When they board the train the three Aussies cram into a toilet and soon after the three South Africans cram into another nearby. The train departs.

Shortly afterwards, one of the South Africans leaves the toilet and walks over to the toilet where the Aussies are hiding. He knocks on the door and says, “Ticket please.”

The great boat race

A Japanese company and a South African company decided to have a boat race as an annual event.

On the day of the race, the Japanese had a manager and eight rowers in their boat. The South Africans had one senior manager, two assistant senior managers, three project leaders, one observer and two rowers in their boat. The rowers of both teams put in really gallant effort. The result — the Japanese won the race by 10 lengths. The prize for finishing the race was shared equally among all who contributed to the success of the Japanese team.

There was great concern among the South Africans. Top management demanded an explanation for having been thoroughly humiliated. An intense investigation was launched and many meetings were held.

The managers decided to bring in outside consultants to assist in formulating a solution. They eventually decided upon a great plan — invest in a sleeker boat, wider oars and impress upon the two rowers that their performance would have to improve.

The next year the Japanese won the race by 15 lengths.

In the South African team, the managers were rewarded with promotions for formulating an excellent plan. The consultants were handsomely paid for their contributions. The rowers were fired. It was decided that the next year two outside rowers would do.

Advice to drinkers (and their wives)

Since you cannot stop drinking, why not start a bar in your own home. Give your wife R840 to buy a case of whiskey. There are 360 tots in a case. Buy all your drinks from your wife at R6 a tot. When all the whiskey has gone your wife will have R1 320 to put in the bank and R840 to start business all over again.

If you live 10 years your widow will have +/-R396 000 plus interest on deposit. Enough to give you a nice funeral, bring up your children and marry a decent man.

Stormin’ Norm’s Words of Wisdom

In a recent interview, General Norman Schwarzkopf was asked if he didn’t think there was room for forgiveness toward the people who have harboured and abetted the terrorists who perpetrated the September 11 attacks on America.

His answer was a classic. Schwarzkopf said, “I believe that forgiving them is God’s function. Our job is simply to arrange the meeting.”