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.

Muthanyi Robinson Ramaite
Director-General:DPSA

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The Funny Side
When South Africa went to the polls in 1994 to usher in the first-ever non-racial, democratic government, the world — which had been warned by the prophets of doom to expect the worst possible racial violence on an apocalyptic scale — watched in fascination when the country entered another phase of its history relatively peacefully.

The imaginations of many poets and observers were so fired up that they started waxing lyrical about the country’s transition being a miracle.

But in reality, in pure political science terms, there was nothing miraculous about what happened to our country in 1994. At the risk of pouring cold water on the warm, euphoric zeitgeist which can still be felt across the nation, the reality is that the ushering in of the new order wasn’t as peaceful as many would like to believe. Tens of thousands of people died in the build-up to the epoch-making year of 1994. The transition from apartheid to non-racial democracy was not an event, but a process, a great river of blood with many tributaries in the form of political violence, hit squads, the dirty tricks unit and other shenanigans which were later exposed during the bridge-building process of Truth and Reconciliation Commission.

The long and short of it is that, faced with the cold facts of our recent history, one is inclined to say that prior to 1994 there had been a political rupture in the apartheid edifice. Unlike in the rest of the continent and, indeed, many parts of the world which have experienced political upheavals, the transition in South Africa was not necessarily a protracted revolution.

In the light of the Codesa talks which paved the way for our liberation, one can argue that the rupture was more reformist or evolutionary.

Taking the cue from Khaya Ngema in his article entitled “The Making of a Parasitic State” (Page 18), let me venture to say that in the wake of our liberation the current South African state is, to a large extent, exhibiting symptoms of a developmental state.

Ngema says, among other things, that the developmental state strives to change the pre-existing power relations but the degree to which it seeks to change them depends on the balance of forces within the state and in society. The orientation and pace of the change driven by the developmental state depend also on capabilities of the state machinery and the room for manoeuvre available to it in domestic and global terms.

Without delving deeply into the implications of the 2003 budget, it is clear that government is placing more emphasis on crucial areas of development:

- R6.5 billion has been allocated to municipal infrastructure, rural water supply and sanitation and expansion of employment in community services;
- R1.9 billion more for land restitution and land reform;
- R38 billion allocated to the provinces to improve roads, revitalise hospitals, buy medicines and school books and enhance response to HIV/AIDS; and
- an additional R11.9 billion went to the needs of children, marking the extension over three years of grants to children up to the age of 14.

Clearly, these interventions should be seen within the context of a state which is striving to make a net contribution to economic and social development.

It is a pre-condition of any developmental state that it has to be strong and effective.

However, as South Africa strives to uphold the noble ideals of development, it should continue to engage in debates over the many other state typologies if it is to sustain its democracy and its developmental role, Ngema argues.

Challenges facing the state in the form of service delivery needs do not happen in a vacuum; they are informed by various contextual realities which should be debated and thrashed out.

The continuing pivotal role of the public service and the state in development and service delivery is reinforced and well captured in the article by Bongani Matomela which places an emphasis on the need for an increased developmental role of the state. Like Ngema’s article, Matomela’s provides a profound account of the characteristic features of the developmental state and what this “developmental role” is, and how state institutions and systems should orientate and gear themselves towards achieving that.

Ngema and Matomela have paved the way to what, hopefully, is going to be a fruitful intellectual introspection within our public service.

As I argued in the Launch Edition of SDR in 2001, the public service management corps is supposed to have the intellectual capacity to convert government policy into efficacious strategies, and utilise resources allocated to it effectively.

To paraphrase Edward Said (Representations of the Intellectual: The 1993 Reith Lectures), the intellectual is supposed to be heard from, and in practice, ought to be stirring up debate to deepen democracy through service delivery.

Fred Khumalo
The SMS Unit within DPSA hereby announces that the annual SMS conference for managers, senior managers and executive managers in the public service will take place at Feather Market Centre in Port Elizabeth from Monday 15th to Wednesday 17th September 2003.

The theme for this year’s conference is:

**Towards an Integrated Public Service – A Reality or A Myth?**

The theme focuses on the need to create conditions for effective leadership and to agree on a set of interventions for the medium term, encompassing a clear uncontested vision of where we want to take the public service. The implications thereof are continuous support and improvement in capacitating managers to deliver a better service to customers, accelerating leadership and management development to increase accountability, implementation of programmes and regulatory issues. We will further try to identify best practices for good leadership and management of the public service and develop a model for development of managers.

Our focus areas will include:

- Thought leadership for an integrated Public Service
- From individual to institutional (Team) performance management
- Integrated finance, budgeting and planning
- Service delivery innovation/e-Government and Information Management
- Towards an integrated human resources management

For more information contact: Dipsy Mereneotho
Tel No: (012) 314-7351 E-mail: Dipsym@dpsa.gov.za
As we move into the second quarter of our new financial year, the public service is concentrating afresh on its efforts to deliver programmes as part of the parliamentary budget votes, where the vision and goals for the year are transparently and accountably outlined. It is also a time for us to look back, both as leaders and employees, and evaluate our performance in the past year through our annual performance appraisals.

In this time of reviewing and renewal of the commitment to service, what better inspiration do we have than in the person of recently passed Walter Sisulu, who throughout his life demonstrated what servant leadership is all about.

I therefore urge all public servants to use this end of the first quarter to reflect on how far they are personally willing to go in adding both excellence and commitment to service delivery programmes.

In this issue of the *Review*, we are once again shown how it can be done, and we commend those individuals and teams that are living out this excellence. They are here for all of us to emulate.

Through the unfolding restructuring process, the business of transforming the public service is moving even further from theoretic vision to practical implementation. Therefore this is a time when more than ever we will need, in every area of the public service, committed foot soldiers who will embrace qualities of continuous improvement, personal commitment, drive and innovation as everyday tools in their work toolkit.

Added to all of this, let us also keep the ethos and values of Batho Pele alive. My department will in the coming months be running a multimedia campaign aimed at revitalising Batho Pele and introducing new and exciting methods of delivering public services. While this is very good, we are undoubtedly mindful of the fact that back office transformation has to match the new service delivery methods we are introducing. This will require of us fresh, positive attitudes and a willingness to try new methods of serving our people.

We cannot achieve our goals corporately as a body of committed public servants as long as a personal pledge to embrace the goals and vision of a responsive and efficient public service is not made by each one of us. Batho Pele! Let this be our rallying cry as we acknowledge that the tide has indeed turned from a period of a rigid and untransformed public service to one that is putting all citizens first through service delivery excellence.
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Lehoko Vows to Make SDR

The Service Delivery Review is expected to move to higher levels in terms of editorial coverage that is well-researched and in keeping with making the journal a user-friendly but serious tool in disseminating information about challenges facing the public service.

This is the vision of the newly-appointed chairman of the editorial board of the SDR, Mr Khetsi Lehoko.

“I am thrilled to be part of this important development. I hope to play an important role in making the journal a potent tool in our service delivery arsenal,” said Mr Lehoko who is Deputy Director General in charge of further education and training in the Department of Education.

The very idea of launching the journal indicated that the Department of Public Service and Administration was consciously pulling out all the stops in exploring new, innovative ways of motivating people in its employ. But it is also creating a platform through which they can share information, teach each other and be kept abreast of new developments in the quest for enhanced service delivery and the deepening of our democracy, and accountability of the public service to ordinary citizens.

“There is a sad tendency within many organisations or departments within government to publish in-house journals which no one cares to read because they are not relevant. My vision is to help make SDR relevant and accessible to ordinary workers within the public service,” says Mr Lehoko.

Mr Lehoko is passionate about learning because he is still a teacher at heart, having studied pedagogy in the 1970s. He worked as a teacher for seven years in the township of his birth, Katlehong on the East Rand.

Upon leaving the teaching profession in 1979, he worked for the Metal and Allied Workers’ Union, and later moved to the Congress of South African Trade Unions (Cosatu) where he worked as a national education secretary.

Clearly, his passion for learning is only equalled by his concern for workers and it is his ambition to help improve the lot of public servants through education so that, armed with knowledge, they can translate into reality the government’s vision of pushing back the frontiers of poverty and ignorance.

In his quest for knowledge, the year 1993 saw Mr Lehoko enrolling with the University of Manchester where he studied for a masters degree in adult education.

Mr Lehoko is now working towards his doctorate with the University of Nottingham.

The married father of three sons and a daughter lives with his family in Garsfontein, outside Pretoria.

When he is not working or reading, Mr Lehoko plays golf and is proud of his handicap of 13.

He also enjoys listening to jazz, with avant-garde trumpeter Miles Davis being his favourite artist.

“ Apart from listening to music, I enjoy the outdoors, exploring those parts of my country which circumstances prevented me from enjoying in the past,” he says.

Mr Lehoko hopes that by writing letters to the editor, readers of the journal that you’re holding in your hands will help shape it into intellectual dynamite that will ignite important debates about enhancing service delivery.
a Potent Learning Tool
Innovative Service Delivery Rewarded

By Jackie Mfeka, Programme Manager: Marketing and Communications

The Minister for Public Service and Administration, Geraldine Fraser-Moleketi, conferred the inaugural Centre for Public Service Innovation (CPSI) awards at a ceremony in Sandton, Johannesburg on Friday 16 May 2003.

In her keynote speech, Fraser-Moleketi said: _"Out of this process, we trust that a longer-term partnership will develop and that the award winners will derive benefits beyond just the enjoyment of the recognition that they receive here. The true innovator will never rest, but will always be inspired to look for the next level of engagement._

Awards were presented in four categories. Natalspruit hospital senior physiotherapist, Naumi Mashalane, scooped the Public Sector Innovator of the Year Award for her asthma project.

The winner in the category Enhancing Delivery of Services to Citizens was the KwaZulu-Natal-based Centre for Criminal Justice. Their winning project focuses on facilitating access to justice for women and children.

Turner and Townsend Africa was declared the winner in the Improving Efficiency of Internal Processes of Public Service Delivery category. They were awarded for their project which reviewed the framework for the implementation of capital investment infrastructure projects.

The winner in the Innovative Partnerships in Service Delivery category was Blue IQ, a multi-billion rand initiative of the Gauteng provincial government aimed at growing Gauteng’s economy.

One of the mandates of the CPSI is to share knowledge and replicate good practice. The CPSI will therefore assist the winners in developing case studies in multi-media formats for dissemination, and will seek opportunities for the projects to form linkages within South Africa and the region, for purposes of knowledge sharing and possibly replication.

“The is a growing realisation within the public and private sectors that innovative solutions need to be found to address service delivery challenges that our government is facing. Unearthing innovation aimed at assisting government to improve how it delivers basic services to citizens is at the core of the CPSI’s work,” said CPSI Executive Director Glenda White.

Sponsored by the State Information Technology Agency (SITA) and Grintek, the event provided senior government officials and high-ranking business personalities with a networking platform.

The CPSI was established in September 2001 and is an initiative of the Minister for Public Service and Administration.

It is intended that the Innovation Awards programme will be run annually.

**Runners-up for each of the four categories**

**Improving Efficiency of Internal Processes of Public Service Delivery**
- Runner up: Free State Provincial Government’s Department of Health
- Development of an Interactive Communication and Management System

**Innovative Partnerships in Service Delivery**
- Second runner up: MyTax.co.za
- Portal for electronic filing of statutory tax returns
- First runner up: The Daily News
- Matric educational supplement

**Enhancing Delivery of Services to Citizens**
- Runner up: Roads Agency Limpopo (Pty) Ltd
- Labour intensive rural roads maintenance programme

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The Learning

The KwaZulu-Natal provincial learning network was officially launched on 8 May 2003 at the Didima Camp Conference Centre in the Drakensberg. Approximately 60 people attended, drawn from the respective provincial departments, and officials from the Department of Public Service and Administration.

The IPSIP Provincial Co-ordinator, Mrs Cecilia Khuzwayo, officially welcomed those present. Mrs Thuli Radebe of the Department of Public Service and Administration gave a reverberating and thought-provoking address on the need and role of learning in a knowledge economy.

Her address was followed by various presentations from the provincial departments: the Premier’s Office middle manage-
Network Spreads Wings to KZN

ment leadership development programme; a medical scholarship initiative started for indigenous children of Ingwavuma district and which involved collaboration of the department of health and universities. This would be largely driven by a community service corps that is passionate and a dedicated medical doctor.

Another presentation focused on a collaborative initiative to set up a special school in the Umkhanyakude district. A further presentation came from the department of local government and traditional affair’s rural service delivery programme. Finally, there was a case study on the KZN Ezemvelo Wildlife Implementation of the Business Model.

After the day’s proceedings, a gala dinner was held and was blessed by the presence of the Premier of the province, Dr Lionel Mtshali, who gave a keynote address and officially declared the learning network officially launched.

In his keynote address, the Premier expressed his pleasure in noting that officials in the province were beginning to embrace the concepts of sharing experiences and knowledge management. He invited all government officials to engaged in various service delivery initiatives to use networks in brainstorming, innovating, and coming up with cost effective, and smarter ways to deliver quality services to the communities they serve.

The Director-General of the province Advocate Richard Sizani, and senior officials in the provincial administration, also attended the occasion.
Khaya Ngema, DDG, Public Service and Administration, highlights the challenges that the public service as an important administrative arm meets in its endeavour to carry out the important role of supporting government’s vision of building up a state that reflects the values of the Constitution as well as the inherent successes and failures.
The vision of government

During the struggle that culminated in the country’s first-ever democratic, non-racial elections in 1994 the whole progressive movement had for a long time been calling for a transformed public service that would underpin the new democratic government. We understood this to mean that such a public service would resemble the South African society, reflect the values of the Constitution, be more productive and relate with citizens differently from its predecessor.

The Constitution required that the new public service be founded on equity, non-discrimination, ethics, fairness, transparency and economic use of resources. In addition the Constitution required the public service to be developmental. The new government articulated as its vision a democratic developmental state, with a developmental public service underpinning it. This remains the view of government.

In recent weeks a number of comments have been made to the effect that somehow government has deviated from this, and somehow pursues what one commentator has called a “slash-and-burn” approach designed to systematically destroy the capacity of the state, and the public service underpinning it.

Not much evidence is produced to support this claim beyond some highly localised anecdotes. In the past few months, in the context of bargaining chamber negotiations, the issue of “restructuring” has been presented by various parties as constituting evidence of this “slash-and-burn approach”. Other than that, this claim is, by expectation, more likely to gain acceptance simply through the force of repetition.

Why we should restructure and transform the public service

While government remains committed to building a strong, competent and dynamic public service, of great importance is that the public service must play...
a leading role in the reconstruction and development of our country. The state, and therefore the public service, is a critical player in ensuring the economic and social development of our country on a sustainable basis.

This responsibility imposes major challenges on the public service, which not only must epitomise the values of the Constitution, but also support government to regulate society and markets and at the same time ensure accelerated provision of services and infrastructure that is an integral part of its developmental intervention.

For those appointed to lead the various public service departments and drive their transformation, the major challenge is not only to ensure that the public service gives a full contribution towards reconstructing the country — they should also undertake a major and complex programme of reconstructing the public service itself.

Government is thus leading a complex public service transformation effort to ensure that we do make the transition from the public service framework we inherited to the one we envisage. It is in this context that the issue of restructuring has arisen.

**Challenges and complexities**

The public service is an institution of almost a million people, with about 140 departments nationally and in the nine provinces, split into various sectors ranging from defence to education. Therefore, instead of talking of restructuring of the public service in an abstract manner, we must take due cognisance of sectoral, departmental and provincial contexts.

For instance, some provinces have inherited a maze of homeland and then-provincial administration components, while some did not. The inheritance they got then defines their realities and their options today.

We also know that in many cases the departments that were inherited were not organised for delivery purposes but rather for patronage purposes. For instance, in one province it was discovered that in the period preceding elections, 3 000 persons in one district who had been previously employed temporarily on a project were suddenly declared permanent because that particular regime felt that this would boost its electoral chances. We know that in one area of the country individuals were appointed to senior and more skilled roles without any due process, the intention also being to boost the regime’s electoral chances. There are many examples across the public service of such incidents.

Some of the consequences of such arrangements are that even today there are thousands of people across the country who are paid monthly with no job to do, sometimes even staying at home. These are the extreme cases that indicate the challenge we face. We know from such cases that attempts by relevant managers to redeploy either to other regions and/or departments and to re-skill have had some success, even though they have fallen short of resolving the problem.

In all these situations those departments face accusations every day of not being able to meet service delivery expectations. However, many of them are required to provide services and infrastructure to citizens and communities who are in desperate circumstances. These are the difficult challenges we have to confront in real life particularly as we believe deeply that poverty should be alleviated and jobs provided.

As Mikhail Gorbachev once said: “Life and time have arranged things in such a way that the overdue bills have to be paid by the present generation of leaders.”

**Competency and skills profile of the public service: from present to future**

On a wider scale, restructuring also includes appointing additional staff where service delivery challenges so warrant, and this we are continuing to do as the current agreement indicates. Where necessary, we retrain and re-deploy existing staff. However, in some cases the available posts require a level of skill that is more complex, e.g. engineers, IT professionals, nurses, maths and science teachers.

In these instances we cannot utilise the staff that is in excess elsewhere. Instead, we rely on the capacity of the training and development system to produce skills.

To complicate matters, we know that in some of the categories we have to compete with the private sector for a very small pool of qualified candidates, hence the need for a framework to attract and retain scarce skills and a pay progression system that rewards performance.

Without good staff at all levels, including the so-called “lower levels”, we cannot hope to meet the challenge of improved services for citizens. The public service is not about directors-general and such. The public service is teachers, nurses, policemen and women and prison warders. All these are critical skills without which the public service could never survive. More importantly, these are the people who actually deliver services to citizens.

**Empowerment, training and development**

Our focus currently is about empowering and raising the status of frontline employees who form the most critical sphere of the service delivery chain — that of interface with citizens.

It is in our interest as an employer, and consistent to the values of this government, that we continue to be the progressive and model employer that we have been since 1994. Our record speaks for itself in this regard. We have extended workers’ rights and improved conditions of services for public servants, particularly those at lower levels.

If you add this to reduced taxation at these levels and the vastly enhanced social wage, you will realise that we have made real improvement to the income of public servants, especially those who have historically been discriminated against.

The idea that there is a decision somewhere in government to get rid of all lower level staff is a figment of someone’s imagination. Through institutions such as the Public Service SETA and SAMDI we are rolling out plans to ensure skills development of the public service at all levels, especially the levels that interface with citizens.
Striking a balance between a productive and a service delivery oriented public service, and a continually motivated workforce

In order for us as the public service to justify the salaries that we are paid, the lot of citizens must improve. We must have a more productive and more efficient public service.

A public service does not become developmental because unions can negotiate very large increases every year. It is developmental due to its role in, and impact on, society.

For the state to have such impact, schools, clinics, labour offices and the pension payment system should all work better.

For the schools to work better principals should lead and manage effectively, and be supported by the departmental senior officials in this regard. In addition, the correct profile of skills should exist among teachers, and they should strive for the highest standards of performance in their teaching because expanding quality education for all is one of the most important steps in any society to build equity.

This requires then that we find ways of retaining and rewarding the best teachers while we keep them in the classroom, and that performance is managed and discipline enforced. It requires that corrupt and abusive teachers be identified and removed from our classrooms.

It requires that infrastructure and equipment in schools be improved. It requires that schools be secure. When all these things are happening in townships and villages in an ongoing way in all sectors, we can say with confidence that indeed we are on our way to building a developmental state, underpinned by a developmental public service.

Until this becomes a reality for our citizens, especially the historically disadvantaged, we have a duty to push relentlessly for the public service to be restructured in the interest of reconstructing and developing our country.

Conclusion

What we have outlined above is obviously not always going be a smooth process. But it is important that government remains resolute in its intentions. Any mistakes made in the process will be honest mistakes made in the course of implementing a difficult programme whose success is critical to all.

As Machiavelli said: “There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success than to take a lead in introducing a new order of things.”
Recent events in the country concerning economic restructuring and its intended and unintended effects on the general populace, spiralling food and living costs, rising levels of poverty and unemployment, high rate of infection by endemic diseases like HIV/Aids, cholera, TB, etc, have again placed the question of the role of the state in development at the centre of emerging policy debates and arguments.

There are many theories and arguments that are often advanced for and against the development role of the state. But in South Africa’s developing context, and on account of history and recent events, the odds are in favour of the public service assuming a greater developmental role, whether economic, social or otherwise. In debating and advancing this argument, amongst the questions that arise are: the extent of that developmental role, that is, what it means for the public service/state to be developmental; comparative international cases; resourcing and financing of development; institutional capacity and competence; and partnerships with other sectors.

The case for a development role and the precedent

One would like to resist the temptation to get deep into the neverending main-
stream “development” theories and arguments that some people in academia, public policy, economics, sociology, etc., often advance and rather concentrate on the important subject of the specific role of the public service in fostering development for the country’s citizens.

Internationally, even in OECD countries, public service spending as a percentage of GDP is over 30%.

A developed country like France, the world’s fifth largest economy, spends over 40% of its GDP on public services, and despite its high tax rates, the money is ploughed back into public services and development projects, notably national health and mass public transport. Scandinavian countries, whose public service administration is premised on their social democratic model, spend even more on social services, and local government is a critical service provider.

Almost every continent and country in the world, whether Europe or Japan after World War II, America after the Great Depression, Africa after independence, developed its own Marshall Plan for reconstruction and development after war or decades of settler occupation and colonialism. Therefore the continuing role of the state in development and redistribution of all forms of resources in South Africa, even nine years after freedom, is unquestionable.

Second only to Brazil, we are the world’s most unequal society, and this is evident in the contrasting landscape and social and economic strata characteristic of our country — posh suburbs in world-class geographical spots with world-class services on the one hand, and dilapidated and unhygienic overcrowded shanty towns (our own favelas) in which the majority of working people in the country live on the other hand.

Even South East Asian countries such as India and Bangladesh, that have made a lot of progress in innovative local level development efforts and roll-out of public services, are still confronted with massive development backlogs and underservicing, a development crisis acknowledged by development...
financing agencies like the World Bank and recently the IMF.

The present government’s commitment to a development state path has been echoed in the state of the nation address and the recent budget speech. Both statements shared a common thrust, namely to recommit the state and its apparatus to an intensified development path. The pronouncements in both statements are also based on the notion that economic growth must be supplemented by a socially, humanely and economically developed citizenry that has access to the basic services, life-opportunities and solid infrastructure, all to sustain that economic growth.

In the same vein, a state without economic growth but which is development oriented is bound to stagnate over a period of time because it would lack a crucial fundamental — a robust economy — to sustain it.

At the top of its development agenda South Africa has put agricultural development support, food security, infrastructure investment in selected rural and urban nodes, and increased social spending over the medium-term for what it calls “pushing back the frontiers of poverty”. These programmes are not new, they have their origins in the pre- and post-1994 reconstruction and development agenda. The challenge is to pursue them with vigour and sustain their momentum.

**Resourcing and financing development**

Massive development backlogs of the scale of South Africa require a massive injection of carefully and appropriately targeted resources. However, the state, by the very nature of limited resources at its disposal, cannot fully finance every project or the public service.

Appropriate targeting, benchmarking, and means testing in the case of social welfare, are in this regard fundamental. The kind of public services and projects provided through the fiscus ought to be widespread as regards targeted population and geographic area (the notion of balance of depth and breadth). They should also have and make immediate and intermediate social, physical and economic impact; serve the public need, including providing finance and resourcing to those who rely on no roleplayer other than the state.

One of the critical challenges that governments face is spending money smarter and getting value, e.g. in education. Educational spending in South Africa reflects developed world best practice, estimated at 23.2% of total budget expenditure in the 2003/4 budget. However, whether we get value from that massive spending is a matter of debate.

Calls for more resources and funding for social and development projects by civil society formations should therefore be viewed with a measure of caution. Financing and prioritisation of development should be determined and informed by research and learning, and not assumptions.

We cannot construct and implement public finance policies solely on the basis of European or American models. We have to emulate what is best in those models from the point of view of sound financial administration processes, accountability and transparency in the use of public funds while at the same time guarding against losing sight of the prevalent social, health, educational and basic income needs of the citizens.

**Institutional capacity and capability**

An under-capacitated state which lacks the requisite competencies, institutional capabilities and flexible and dynamic organisational arrangements, cannot undertake development. Bureaucracy must not obstruct development or be seen as such. It should rather fit into the overall co-ordinated and multisectoral endeavour to address poverty and underdevelopment.

Often the “development role/catalyst” notion presupposes that the state has the capacity to facilitate development, which in many instances it does not have. There is certainly a commitment to human resource development in the South African public service.

However, the test of the realisation of the commitment will be the extent to which it assists public servants in acquiring and putting into optimal use the requisite technical, administrative and managerial/strategic skills that the development state so desperately requires.

As a result of these massive development challenges that the state faces there are calls in some quarters for a cadre of community development workers. One would strongly add that the community development approach should permeate the entire state machinery — from the senior official whose workstation is at head-office or regional headquarters to the teacher, policeman, nurse, street cleaner, agricultural extension officer, social worker, etc.

But the development agenda is not only about the calibre of foot-soldiers at the state’s disposal. The huge development challenges require that institutional and organisational configurations reflect current and future priorities. It should be accepted that in some
instances, following the way in which they have been established and are functioning, some state departments may not be better positioned to deliver certain types of services in the manner required by a particular development environment. Hence the need to explore alternative service delivery models, e.g. development agencies, trusts, section 21 companies, etc.

The other issue to seriously pursue is to decentralise and cascade powers (limited as they may be) and functions, to other levels of governance — regional, district and local levels where development and delivery of basic services takes place.

Part of the drive should be to provide capacity to local institutions that are able to identify, own and manage the implementation of development initiatives such as local economic development programmes, poverty relief projects and local public works programme.

**Partnerships as a vehicle**

In the development and public policy world, partnerships are now an accepted phenomenon. The state’s capacity and competence to deliver on its development mandate is in many instances limited. Therefore, in South Africa there are many projects involving government-private sector partnerships. These include, amongst others, social development and poverty relief, empowerment oriented economic restructuring, delivery of local municipal services and infrastructure, literacy, numeracy and information and communications technology (ICT).

A recent example of partnership in progress is government’s intention to incentivise private sector investors to build in and upgrade inner cities.

Internationally, public and private mixes are very common both in developing countries, e.g. in South East Asia and Latin America (education, income generation projects and rural development), and even in developed countries like the United Kingdom (local regeneration partnerships through the New Deal for Communities) and United States (downtown development and housing development).

The critical issue for the state is to engage in “real partnering” arrangements such as institutional, regulatory, financial or concessionary. Entering into partnerships ought not to mean that the state neglects its primary responsibility to drive development. This might be the case particularly in relatively new and undercapacitated state machineries. These can easily transform into some arm of business or non-governmental organisation because of the balance of power, influence and knowledge in a partnership arrangement.

In any event, successful models of effective development are largely based on partnerships between the state, business and civil society.

**Concluding remarks**

The state will always have a development role and there is strong international precedence and evidence in this regard. To make a visible and sustainable impact requires better financing and resourcing of vulnerable and poor citizens and locations that need massive social, economic and physical interventions. The capacity and zeal of state functionaries and institutions to do the job, working together with private sector, NGOs and other intermediaries, is of critical importance.

The South African government spends billions of rands on the social security net, but as it also admits, this is still not enough as people continue to be confronted by other development needs, notably jobs and costs related to other services.

The country has made remarkable progress in pushing back the frontiers of underdevelopment, and the public service is indeed developmental in its orientation and thrust. However, it needs to progress further in its institutional and organisational configuration to undertake this task on an even bigger and more effective scale.
The Making of a Parasitic State

Khaya Ngema, executive manager: Service Delivery Improvement at the DPSA, analyses the challenges facing us as a new democratic state, and poses penetrating questions as to the nature of society, and therefore state, we want to become
T
there are many categories into
which states can be classified
based on the way in which they
have evolved over time. This
article briefly looks at three evo-

cutionary typologies and also examines
their different social, economic and
political agendas, and their implications
as regards the society.

The neo-liberal state
The neo-liberal state is one that takes
for granted the pre-existing power rela-
tions — economic, social and political. It
is normally referred to as benign but is
in fact very aggressive in its defence
of the status quo, both in its domestic and
foreign policy frameworks.

While it will not act to transform
close relations, a well functioning neo-
liberal state does act to defend the status
quo, while also making a net contribu-
tion to social and economic develop-
ment, however limited and stunted such
a contribution is.

The developmental state
The developmental state is usually
established when there has been some
sort of rupture in the pre-existing order.
Such a rupture need not amount to a
revolutionary one; it could simply be
reformist. The developmental state
therefore strives to change the pre-exist-
ing power relations but the degree to
which it seeks to change them depends
on the balance of forces within the state
and in society.

The orientation and pace of the
change driven by the developmental
state depend also on capabilities of the
state machinery and the room for
manoeuvre available to it in domestic
and global terms. This is always subject
to judgement and contestation. There
are times when the developmental state
acts on its own, but in most instances it
acts to harness a range of forces — be
they economic, social or political — to
act in concert with it. In ideological
terms developmental states range from
left wing to strong nationalists.

It is a precondition of any develop-
mental state that it has to be strong and
effective otherwise it is incapable of
being deployed as a force for change in

society. It follows then that the founda-
tion of a developmental state is a capable
and effective state machinery. Without
this, any declarations of a developmen-
tal state are hollow and even dishonest.
By definition, developmental states
must always make a net contribution to
economic and social development.

The parasitic state
The antithesis of the developmental
state is the parasitic state that knows no
ideology. Conveniently it articulates an
ideology in order to create some basis
for legitimacy for itself, however limited.
Such an ideological project usually
has a legitimate history but has been
perverted by a rapacious elite for its own
ends. A parasitic state is one that exists

It is important that
we keep reflecting
on these state
typologies because
every society has a
point in history
where the choices
made will have
consequences for
many generations
to come

legitimacy they have selected, they will
find a mechanism to deliver some public
goods to selected patronage networks.
They cannot afford to do too much of
this lest there be too little for internal
distribution.

The broader society in this scenario is
mired in poverty, usually to the extent
that their lives are completely dominat-
ed by day-to-day survival issues. In this
scenario there is usually negative eco-

nomic and social development. Even
when there are substantial economic
resources such as oil, the revenues are
already allocated to some fraction of the
ruling group.

Because all alliances are based on con-
venience and mutual economic gains,
the dominant political dynamics are
extremely factional and political support
is “bought and sold” as a matter of
course.

A prerequisite for such a state is an
inefficient and ineffective state machin-
ery. It is not that the technocrats of such
a state are any less capable than others. It
is rather that those in command cannot
afford or do not want a properly func-
tioning state machinery. They may even
enable certain elements of the state to
function very well, for example, the mil-

itary, the police, foreign affairs depart-
ment, etc, but there must be sufficient
“black holes” in this system for various
transactions to proceed undetected.

It is of course also essential in such a
scenario for political debate to be con-
trolled, otherwise resistance will be
unmanageable. In such a scenario, talk-
ing about corruption is almost mean-

less because these informal arrange-
ments and hidden transactions are the
driving forces of the system. They have
become the basis for the functioning of
that system.

Conclusion
It is important that we keep reflecting
on these state typologies because every
society has a point in history where the
choices made will have consequences for
many generations to come.

As the saying goes, “We make our
history but not in circumstances of our
choosing”. The question is, what kind of
a society, and therefore state, do we
want to become?
Government Strategy to Enhance Service Delivery Institutions

This article provides a shortened proposed government strategy to support and improve the effectiveness of service delivery institutions.
During the past eight years government has attempted through various pieces of legislation and regulations to create a policy environment which is conducive and supportive to service delivery. Comprehensive and multi-faceted reforms have been introduced in support of this orientation. Furthermore, extensive direct support in the form of various projects and programmes has been targeted at the development of government-wide systems and processes, as well as various service delivery institutions across all three spheres of government.

Ongoing research and assessments are also being conducted to inform the strategy of government on building and sustaining the capacity of departments and institutions to deliver services. However, there are still many challenges including uneven trends, inadequate service delivery capacity, misguided government support interventions and distrust between government spheres that need to be dealt with.

This article provides a shortened proposed government strategy to support service delivery institutions. A detailed document with a full outline of this proposed strategy can be accessed on the DPSA website: www.dpsa.gov.za.

The proposed strategy has a two-pronged approach: the institutionalisation of the monitoring, evaluation and reporting of service delivery performance; and building the capacity of institutions to deliver services through direct and indirect support interventions.

Service delivery trends since 1994

Since 1994 government has shown success in its attempt to deliver service by providing more services to more people, thereby ensuring equity in service delivery.

An analysis of government’s policy intents by DPSA revealed that the transformation of service delivery, as a policy objective, has been included in most pieces of legislation throughout
1994-2001. The results also shows that the fundamental ethos of placing people first (Batho Pele) has been an integral part of the legislative processes followed by different departments.

The South African public service underwent significant changes to overcome fragmentation and building the organs of state. This necessitated a complicated process of rationalising functions, structures, legislation and resources (information systems, financial management, procurement, human resources and infrastructure).

However, despite much progress, there are areas where government does not have sufficient capacity to deliver and sustain quality services. There are many weaknesses within certain service delivery institutions, sector departments and across geographical areas.

Recent indicators of incapacity include the growing utilisation of consultants in institutions, which unfortunately does not obviate the need for homegrown and government internal capacity; unacceptably high levels of underspending in poverty stricken areas and the increasing number of alternative service providing structures.

Finally, there are questions about the extent to which policy intentions that directly relate to service delivery are actually accomplished. For instance, in the 457 provincial and national pieces of legislation assessed by DPSA, up to 37% of the policy intentions were only partially implemented with only 30.2% of those making a direct impact on service delivery.

Of the 61.5% of those that were significantly implemented, only 29.5% had a direct impact thus highlighting the need to increase support for service delivery institutions to ensure that government policy objectives for service delivery are implemented.

Indicators of inadequate institutional performance

Various service delivery reviews provide a clear picture of some of the underlying reasons for inadequate delivery. These have been categorised into generic competency areas and are particularly useful as they serve as pointers that can be used in the future to assess the capability of institutions to deliver and to predict possible failure.

Management capacity

Challenges in this area include:
- the appointment of large numbers of staff in acting positions at management for lengthy periods;
- inadequate or irrelevant training and development of managers;
- minimal usage of competency testing in the recruitment of managers;
- non-participation of managers at middle to lower management levels in decisions regarding recruitment and procurement of goods and services; and
- non-rotation of senior managers to ensure exposure and wide experience in all facets of service delivery.

Human Resources and change management

Integrated human resource management and development including performance management is generally inadequate for institutions to achieve and maintain their service delivery standards.

Focus areas that require attention include:
- The rating of post levels of heads of service delivery institutions as well as the average post levels of staff in critical units that are not in line with the required responsibility and the size of the institutions.
- Unmatched staff to client ratios, e.g. over-concentration of resources in urban areas with critical shortages in other areas.
- Payment of awards and notch increases that are not performance related.
- Mismanagement of disciplinary issues.
- Abuse of study leave needs to be assessed more carefully by institutions themselves.
- General lack of commitment to serve people among certain officials in service delivery departments.

Service delivery planning and execution

Policy and planning is often done at top management level without sufficient participation by frontline operational managers resulting in:
- A disjuncture between strategic and operational plans and a gap between policy, planning, budgeting and implementation; and
- Development of inappropriate service standards for institutions that are not based on their capability.

Strategies focus on providing more services to citizens at the expense of sustainability, convenience to citizens in terms of access and integrated delivery involving all key role-players, e.g. clinics being built but no staff being available.

Monitoring and reporting

- There are no uniform and minimum national norms and standards as well as established reportorial channels for service delivery across government.
- The quality and nature of information provided in service delivery improvement plans as well as in annual reports is generally poor.

Documentation of processes, procedures, mechanisms and operational cycles needs to be improved and to be made readily accessible to staff

Few service delivery institutions have baseline empirical data to monitor service delivery performance quantitatively and qualitatively as well as formalised accountability procedures and management information systems.

Overall management of the service delivery value chain

- Service delivery value chains of institutions are not adequately managed.
- The effective management of stakeholder relations, interdependencies and regular interface between operational managers and top decision-makers is not sufficiently institutionalised.
- Many service delivery institutions across government suffer as a result of widespread lack of resources and assets management skills as well as basic administration skills such as the updating of human resource records and financial records.
- Back-office processes that are critical for service delivery, including the procurement process of government are still very cumbersome, protracted and rely on too many different role players.

Adherence to regulatory requirements

While government is often blamed for
over-regulation, there are also many misconceptions and lack of knowledge about the regulatory framework of government, leading to cumbersome procedures, lengthy decision-making processes, delays in turnaround time and compromises in the quality of service delivery.

Some regulatory requirements often result in conflicting and/or duplicative requirements being placed on managers of frontline institutions by different government departments.

A strategy for improving the delivery of services by institutions

Based on the challenges that have been discussed, the DPSA is proposing a framework that can serve as a basis for the development of government strategy. It provides a systematic and focussed approach to improving and sustaining institutional service delivery.

The strategy promotes the increased involvement of existing processes and structures in government to improve the capacity of service delivery institutions.

A two-pronged approach

The strategy has a two-pronged approach to improving institutional service delivery. It includes:

- the institutionalisation of the monitoring, evaluation and reporting of service delivery performance; and
- building the capacity of institutions to deliver services through direct and indirect support interventions.

Institutionalising the monitoring, evaluation and reporting of performance

Institutional performance needs to proactively monitored on a regular basis. This is done in order to ensure that predetermined service delivery standards are met, to improve planning, to facilitate reporting, to predict possible failure and to determine the kind of support that may be required to strengthen institutional capacity.

Approaches and monitoring mechanisms that could be used to measure institutional capacity and service delivery performance could include:

- targeted monitoring of institutions within a sectoral, geographical and specific service delivery context;
- a generic monitoring system across all institutions that includes indicators in respect of key competency areas;
- self-assessment and/or independent validation;
- an early warning system on service delivery that will identify critical institutional weaknesses in advance so that corrective action can be taken in time; and
- service delivery monitoring systems could be linked to existing sources of information such as the early warning system on expenditure of National Treasury, PERSAL, the IDPs of local government, as well as information that is available from sector departments themselves.

Innovative mechanisms must be put in place to pool available resources and to provide the capability to sustain direct and indirect support mechanisms

All service delivery institutions should be required to report on their service delivery performance and to evaluate their capacity to deliver on a regular basis. Reporting should be done via existing intergovernmental structures and processes.

Support interventions to improve institutional capacity and performance

Direct support interventions: At institutional level direct support interventions will strengthen institutional capacity targeting in particular the most critical competencies of an institution whose improvement would enhance its performance in service delivery. These could include:

- limited interventions that are targeted at specific institutions in selected sectors or geographical areas and that are failing in terms of their service delivery; and
- interventions that are aimed at specific issues across institutions like front-office improvements that have a direct impact on improving the service delivery interface of institutions.

Indirect support interventions: They include interventions regarding broader systemic and back-office type issues that will indirectly improve the capacity of institutions to create the conditions for improved productivity. Kinds of systemic interventions could include strengthening of IGR structures and processes, communicating and mobilising government as a whole to operationalise Batho Pele, government-wide service delivery reviews and the development of national service delivery norms and standards.

Mechanisms that could be used in interventions to improve the capacity of institutions could include the following:

- The rapid deployment of multidisciplinary teams of experts in the short term to conduct assessments in priority institutions and to make incisive proposals about actions that need to be implemented to turn around poor service delivery. These teams can be complimented by support teams that can assist in supporting the implementation of proposals in the medium to longer term.
- Secondment of competent staff from other institutions to those that need support for specific periods of time.
- Peer reviews that are voluntary and can be used to provide independent assessments that compliment internal self-assessments. Since they are voluntary and involve peers they have the advantage that they are non-threatening, facilitate learning and encourage ownership of proposed improvements.
- Contract appointments and mentorships.

Operationalisation of the strategy

Once the approval of the strategy has been obtained from FOSAD and Cabinet, the strategy needs to be operationalised.

Key considerations regarding the operationalisation include the development of
a sound business plan; allocating responsibilities for driving, implementing, maintaining and resourcing the strategy; and regularly monitoring its success including levels of service delivery and the capacity of government to deliver.

Developing a sound business plan
The DPSA, National Treasury and DPLG together with Offices of Premiers as well as provincial Treasuries should develop the business plan in consultation with sector departments. Planning should be done within the approved planning and budgeting framework of government. It should then be submitted to FOSAD and Cabinet for approval.

The business plan should provide for:
• IGR implications;
• structures and resources to drive the strategy;
• clear roles and responsibilities;
• monitoring and evaluation;
• costing; and
• sources of funding to resource the implementation of the strategy.

Implementing the strategy
FOSAD and the G&A DGs cluster should mobilise service delivery improvement as the theme of government for the next five years.

• Define the roles of key roleplayers clearly and allocate responsibilities. They include intergovernmental relations structures and central government departments. Existing institutional structures, namely the DGs cluster and 4x4s should oversee the implementation of the strategy. The structures should be expanded to include the DPSA and the Department of Provincial and Local Government.

• Develop a change management strategy to build capacity for the full rollout. Obtain the buy-in and support of high level championship for the strategy. Mobilise support at institutional level for the strategy through marketing it in a way that it is seen to effect their core performance on a day-to-day basis and what they stand to gain.

• Ensure that the strategy is directly translated into the daily operational work of departments and by adapting the required formats of departmental plans and reports.

Resource and sustain the implementation of the strategy
Resource the implementation of the strategy through the pooling of funds, establishment of sectoral teams mainstreaming the provisioning of capacity for service delivery improvements into the budgetary planning of departments

Normal budgetary funds are used to keep the status quo and are often not enough to induce, support and sustain change. Thus there is a need for a central pool of resources that is used to support service delivery institutions.

• Distinguish between the capacity that is required for institutional versus government-wide systems interventions:
  • provision for capacity to improve institutions must be made in budgetary planning of departments; and
  • a facility must be established centrally for planning for resources for government-wide interventions.

Critical success factors
An overview of critical success factors for operationalising the strategy include the following (they are contextualised throughout the document itself):

• the capacity of current IGR structures and processes as well as central departments to drive the strategy;
• mobilisation of key roleplayers, including managers of service delivery institutions and sector departments as well as high-level champions such as Office of Premiers;
• the availability of information for purposes of monitoring and planning;
• resourcing the operationalisation of the strategy; and
• mainstreaming of service delivery improvement by placing it on the agenda of government at the highest level.

Specific support interventions that are proposed for the next five years
Support interventions that are aimed at building institutional capacity or enhancing government-wide systems should continue to be directed at critical nodes in the service delivery value chain. Key priority areas for support interventions will be the payment of social grants, rendering of health and education services, the implementation of the public works programme as well as the effective rendering of Home Affairs services.

Innovative mechanisms must be put in place to pool available resources and to provide the capability to sustain direct and indirect support interventions. The mechanisms may include special funding arrangements and the redirection of current resources at national, provincial and institutional levels of government as well as the co-ordination of external support from outside of government.

It is necessary to strengthen existing IGR structures and processes so that they can drive the service delivery improvement strategy rather than creating additional structures and sets of reforms. It will include the strengthening of the cluster system, strengthening the role and capacity of the Offices of Premiers and the full roll-out of the Planning Framework that provides for integrated planning and budgeting. It will also include the mapping and improvement of key IGR processes.

A consolidated report on the delivery of services should be submitted by the DPSA to Parliament and Cabinet annually. It will require changes to the existing formats of service delivery improvement plans of departments as well as the annual oversight report (annual reports) with an emphasis on improving qualitative and quantitative service delivery indicators. It may also require validation of information contained in strategic plans and the annual reports, on a sampling basis.

The DPSA together with relevant sector departments and Offices of the Premiers should co-ordinate the development of a minimum set of national service delivery norms and standards for government services that must be applicable across all three spheres of government.

One of the main challenges will be to undertake a government-wide review of government functions, structures and modes of service delivery to facilitate the effective and efficient structuring of the machinery of government to deliver the services that are required in terms of its mandate. The review should be co-ordinated by DPSA and should be conducted in collaboration with key roleplayers in and outside of government.
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.

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Food for Thought

Helping South Africans ensure that what they eat is safe

In this case study, Mr AWJ Pretorius, Deputy Director: Biological Safety and Programme Support in the Food Control Directorate of the Department of Health, explains how the directorate is approaching the implementation of a strategic framework of the Department encompassing operational planning, and linking it to performance management and development in order to ensure food safety.
For a number of years, the department has been requiring detailed operational plans from all components/units. These efforts culminated in the introduction of a performance management and development system in April 2003. The department has also made available a strategic framework for the health sector in South Africa, covering the period 2001 to 2005.

The Directorate of Food Control within the Cluster: Pharmaceutical Policy and Planning is responsible for ensuring the provision of an optimum non-personal preventative health service at the national level in respect of the safety of foodstuffs in the country. This is done based on the basic needs of the population including their right to make informed choices about what they want to consume without being misled.

The Directorate has to attend to the following broad functions:
- administer and publish legislation relating to food safety, food labelling and related matters;
- initiate, co-ordinate and evaluate general as well as more specific food monitoring programmes;
- audit and support provinces and local authorities on food law enforcement and related matters;
- inform, educate and communicate food safety and related matters to stakeholders such as industry, consumers and other departments;
- act as National Contact Point for the Joint FAO/WHO Codex Alimentarius Commission; and
- evaluate agricultural remedies, chemicals and food produced by means of biotechnology.

The Directorate has 19 staff members, six of whom are attached to the administrative support component.

The remaining 13 staff members are professionals dealing with a wide range of food science and technology aspects such as toxicology, nutrition, microbiology, veterinary science, environmental health, etc.
The issue

The operational plans which the Directorate of Food Control has been formulating over the years to direct most of the activities of its professional staff in particular, cover the period 1 April-31 March each year. The following aspects are included together with a corresponding total (in brackets) where applicable:

- Broad objectives (5)
- Specific objectives (7)
- Activities (60)
- Time frames of activities (April-March)
- Posts responsible for attending to individual activities outputs

Since 2001 the broad objectives have been directly linked to the adopted Health Sector Strategic Framework: 2001-2005 outlining the strategic plans of the national and provincial Departments of Health and the district health components. The framework includes a Ten Point Plan which in essence describes the 10 health priority programmes of the government aimed at accelerating quality health service delivery.

The Directorate has identified and adopted as part of its operational plans the following five programmes included in the Ten Point Plan to be used as the broad objectives:

- legislative reform
- decreasing morbidity and mortality rates through strategic interventions;
- improving human resource development and management;
- improving communication and consultation within the health system and between the health system and the communities we serve; and
- strengthening cooperation with our partners internationally.

The new Performance Management and Development System (PMDS) prescribed by the Department of Public Service and Administration is directly linked to the Incentive Policy Framework for employees on salary levels 1 to 12 as approved by the Minister for Public Service and Administration. This consists of:

- Pay (notch) progression
- Performance incentive schemes linked to departmental performance management system
- Grade progression

This article describes efforts by the Directorate of Food Control to link its strategic and operational planning with the requirements of the new PMDS to ensure that, among other things, proper personnel performance appraisal can take place in accordance with the Incentive Policy Framework and also to achieve optimally the quest for “safe food for all” in South Africa.

The process followed by the Directorate at present will be discussed in relation to the following components: operational plans, job descriptions, and performance management and development. A summary of the information is illustrated in the diagram in Annex A.

Operational plans

The operational planning process within the Directorate of Food Control is well established and all staff members are compelled to participate in drafting and finalising the operational plans and reporting on their activities.

The process normally consists of the following steps:

- During November the Director compiles the first draft of the operational plans for the next period, (April to March), based on the specific objectives and activities of the current operational plans which should continue and the additional important matters.
- Managers of the three sub-directorates discuss the draft before it is distributed at a meeting of the Directorate. Thereafter, staff members are requested to study the draft, discuss it with their managers/supervisors and then submit written comments.
- The Director then revises the draft and circulates electronically by e-mail to all staff members a couple of times before finalising it in March. Copies of the final draft are then sent to staff members and the Cluster manager.
- During the period covered by the operational plans, all staff members are requested to submit inputs on their activities for inclusion in a monthly report submitted to the Cluster manager and the quarterly report compiled by the Director on progress made towards addressing the specific objectives and activities in the operational plans.

A document containing copies of all the monthly reports and the final report on the operational plans is compiled at the end of the planning period and a copy thereof is provided to all staff members for record and reference purposes.

Job descriptions

The Directorate has been doing job descriptions for a number of years. The format of the job description presently in use includes the following main items:

- job details;
- job purpose;
- dimensions and organogram;
- knowledge, skills and experience required;
- key performance areas (KPAs) and related personal objectives;
- communications and working relations; and
- job description agreement.

Almost similar to the previously discussed process, the process of drafting job descriptions is done as follows:

- During February/March each officer compiles a job description based on the specific objectives and activities specified in the final operational plans document and ensures that they are applicable to the post reflected under his key performance areas (KPAs) and that the individual objectives are specified in more detail under each of the KPAs.
- Each officer submits their draft job description to their manager/supervisor and discusses the contents before it is finalised not later than the end of March each year.
- The final job description is signed by both the officer and his/her manager/supervisor under the following attestation: “The assignees hereby declare that they discussed and agreed on the contents as set out to be applicable for the period 1 April to 31 March, giving the job circumstances do not change”.

The manager/supervisor then keeps a copy of the signed document for record and reference purposes. It is further expected that the two officers in question conduct quarterly interviews aimed...
at monitoring progress made with the execution of the KPAs and individual objectives and to discuss future activities.

Performance management and development

As indicated earlier, since starting with the new system in April 2003, all staff members in the Directorate have to develop their own documents based on the contents of the Performance Management User Friendly Guide and a template of the adapted form provided by the Department. Included in the form are the following main items:

- Key Performance Areas (KPAs) and Generic Performance Assessment Elements (GPAs);
- Personal Development Plan;
- Performance Agreement;
- Job Evaluation history;
- Career path;
- Summary of supervisor and employee ratings of KPAs and GPAs; and
- Performance Appraisal/Incentives.

The details of the KPAs and individual objectives included in the job descriptions of the staff members have enabled them to successfully proceed with the development of their own performance management and development document. An important aspect is the performance agreement signed by both parties. An example of the contents of a completed agreement is included in Box 1.

Results

The importance of two of the main responsibilities of a manager — planning and performance appraisal — have been the focus of this article. It is, however, critical to ensure that these two aspects are effectively integrated and not dealt with as two separate issues. From the information provided, it is clear that the two should be addressed as components of the same process.

The Directorate of Food Control, although not having the answers to all the questions and problems experienced with the implementation of this programme, has made a concerted and committed effort to ensure that it contributes constructively to the two ultimate outcomes: “safe food for all” and, hopefully, in future the effective appraisal of its staff’s performance — linked to the former.

Lessons learnt

The following is a summary of some of the lessons learnt during the implementation of the process and should be viewed as the “dos” and the “don’ts” to be taken into consideration when embarking on this challenging yet fulfilling endeavour:

- It is essential that all staff members are aware of the contribution they make towards achieving the overall goals of the Department and those of their own Directorate. This has been achieved by ensuring that individual staff KPAs and the related individual objectives are directly linked to the broad objectives of the Directorate. These are in turn based on the Ten Point Plan of the Department included in its strategic framework.
- A commitment to the process and its importance for the future careers and job satisfaction is essential. Staff members of the Directorate: Food Control have to date experienced this aspect to a large extent positively, especially with regard to the support received from their Director.
- An attempt to implement the new performance management and development system can only be made once the operational plans of a component and thereafter the job descriptions of its individual staff members have been properly addressed and finalised.
- Many uncertainties still exist regarding the full implementation of the new performance management and development system. During training sessions on this it became clear that there are still many questions that need to be addressed. This is of critical importance in view of the fact that, among other things, financial incentives are involved which tend to influence people’s attitudes towards these kind of systems.
- It is the opinion of most staff members of the Directorate that the enthusiasm existing within the unit regarding the operational planning and job description phases of the process ensures that there is clarity on what is expected of them. This, fortunately, impacts positively on their level of motivation. It is, however, not clear to them yet how the ratings of KPAs and GPAs will take place without becoming subjective. This could impact negatively on morale.

Conclusion

It is hoped that the contents of this article will contribute to a clearer understanding of the importance of linking the planning process to performance management and development systems already existing to ensure that the envisaged outcomes of the two issues are optimally enhanced.

Further, the experience of the Directorate of Food Control will hopefully serve as an example for others who want to implement the programme and that it provides them with some useful perspectives in this regard.

Although there are many challenges facing managers in a modern public service, it is important to always remember that firstly, rendering the services expected by the public can only be done through proper planning. Secondly, that our most important resource is the people working in the public service. In light of this fact, the issue of performance management and development should be properly attended to.

References

Health Sector Strategic Framework — 2001-2005, Department of Health
2001-2005 Health Goals, Objectives and Indicators, Department of Health
Performance Management User Friendly Guide, Department of Health
Performance Management and Development System (template document), Department of Health
Operational Plans (1April 2003-31 March 2004), Directorate: Food Control
Job Description (2003/2004) — Deputy Director: Biological Safety and Programme Development
Directorate: Food Control
Staff Circular Minute No. F1 of 2003, Department of Health
Contents of Performance Agreement

I, Andries Wilhelmus Jacobus Pretorius, in my capacity as Deputy Director: Biological Safety and Programme Development of the Directorate Food Control

a) Bind myself to the following:

i) Accept the contents of the job description as attached to this document;

ii) Perform the main job outputs/key performance areas reflected in the jointly agreed upon performance objectives as recorded in Section A.6 of this document.

iii) Observe the jointly agreed upon Generic Performance Assessment Elements contained in Section A.7 in pursuing my performance objectives.

iv) Achieve the operational and strategic objectives linked to the key performance areas / main job outputs where applicable.

b) I shall subject all disputes arising from this agreement to the dispute resolution procedures as contained in the relevant collective agreement.

c) This agreement shall be valid for 12 months starting from the 1 April 2003 to 31 March 2004.

d) The contents of this agreement may be revised by joint consensus at any time during the above-mentioned period to determine the applicability of the matters agreed upon.

Employee’s Signature ________________________________

Date: ________________________________

Supervisor/Manager’s Signature ____________________

Date: ________________________________
Annexure A

Summary: Linking the Planning Process to Performance Management and Development System

Application

Framework applicable to national, provincial and district levels of public health sector

Planning phase applicable to all components / units of the Department of Health

Planning phase applicable to all staff members of the Directorate and must be based on its operational plans

Planning phase applicable to all staff members of the Directorate and must be based on its operational plans

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Framework applicable to national, provincial and district levels of public health sector

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Planning phase applicable to all staff members of the Directorate and must be based on its operational plans

Planning phase applicable to all staff members of the Directorate and must be based on its operational plans

Application Planning Process Monitoring

National Department of Health:
Health sector strategic framework – 2001 – 2005
The Ten Point Plan

Directorate: Food Control:
Operational Plans - 1 April 2003 – 31 March 2004
Broad Objectives (Goals)
(Based on the Ten Point Plan)
Specific Objectives
(Based on the Directorate’s functions)

All Staff Members of the Directorate:
Job Descriptions – 1 April 2003 – 31 March 2004
Key Performance Areas (KPA’s)
(Based on Directorate’s specific objectives)
Individual Objectives
(Based on actions included in Directorate’s operational plans)

Performance Management and Development System:
Key Performance Areas (KPA’s)
Individual Objectives

Outcome: “Safe food for all”

National Department of Health:
2001 – 2005
Health Goals, Objectives and Indicators

All Staff Members:
Report / discuss quarterly progress with KPA’s / individual objectives included in operational plans

All Staff Members:
Sign a job description and performance agreement with manager / supervisor

Outcome: Personnel Performance Appraisal
Bound by Commitment to Delivery

Clarissa Samuels speaks to Dr Andrew Ross and his wife Glynis to find out what drives them towards their shared interest in service delivery
Meet the Ross family, Dr Andrew Ross and his wife Glynis Ross, both highly esteemed and dedicated public servants who for 24 years have and still continue to make an indelible mark on health care.

In the time when professionals yearn for the pomp and glitter of city life, Dr Ross and his wife decided to give it all up for a life in the most far-flung areas of KwaZulu-Natal. Dr Ross is a medical doctor and his wife, Glynis, a part-time physiotherapist.

Faced with a tantalising and usually lucrative option of venturing into private practice, Dr Ross and his wife joined the public service — a decision which, they both agree, was borne out of a deep-seated need to work within disadvantaged communities.

“The public service,” adds Glynis, “can be described as a good vehicle to serve the majority of the population.”

Rural hospitals vs urban hospitals

To both of them, rural hospitals offer numerous challenges, the sort of challenges that are seldom found in established suburban hospitals. Mosveld Hospital, for instance, is one such hospital with a definite room for innovation, where doctors and physiotherapists are always physically challenged to find solutions and make a plan because of the scarcity of resources. “Especially in my field of work,” says Glynis beamingly, “you can bring rehabilitation to people simply by using props to do your job for you.”

Situated in Mosveld sub-district, Mosveld Hospital, where Dr Ross has been working, can accommodate 246 patients and serves a population of 110 000 people. The state of the health and services of the population is very bad, with high prevalence of diseases like malaria, TB, HIV/AIDS and cholera.

Sexually Transmitted Diseases are a major epidemic. There is a shortage of medical and nursing staff and dependence on foreign health professionals.
True to their Christian convictions, both Glynis and her husband view all those challenges as part of high calling from God to provide excellent service in areas where people do not have much choice in terms of the level and quality of service that is offered. Public hospitals in rural areas offer such an opportunity, and, “Whatever the situation, if a career is indeed worth pursuing then one should give it your all,” says Glynis.

Born the son of a missionary based in Nigeria, Dr Ross’s motto is “success breeds success”. “People,” he says, “should always try to make a success of what ever they set out to achieve.”

“As a healthcare professional in the public sector,” says Glynis in agreement, “I should endeavour to provide service excellence, as such service would not be provided by those healthcare practitioners in the private sector.” The achievement of good quality service provision in the public service relies on the introduction of more capacity service standards.

Collaboration among organisations with a similar focus is vital in addressing relevant organisational issues such as training, as has been seen with rural hospitals in the North of KwaZulu-Natal producing a training pack. Dr Ross recalls the kind of exuberant energy that staff members showed as they explored various ways of recruiting and retaining new staff members.

**Their career highlights**

Asked about the highlights of their careers, Dr Ross recalls the events of one day in November 1993 when the ANC held a rally at Ingwavuma at which Nelson Mandela was going to be the guest speaker. Mosvold Hospital had to provide meals and refreshments to dignitaries. “As the hospital was the most appropriate place to house the VIPs,” he recounts, “the staff at the hospital had to rally around and provide meals and refreshments for them, including Mr Nelson Mandela.”

Dr Ross’s face lights up as he proudly recalls two major undertakings that he was enthusiastically involved in: the community’s sanitation programme and the Ingwavuma scholarship scheme. Through the implementation of the community’s sanitation programme it was possible to provide 4 000 “VIP” toilets. Numerous local and provincial ministers attended the launch of the project. He also recalls the numerous hindrances that they had to overcome during the initiation of the scholarship scheme in the Ingwavuma area and how through perseverance and faith among those that participated, the programme eventually yielded fruit.

The Friends of Mosvold Scholarship Trust — the scholarship scheme for which Dr Ross has been the driver, was set up for local children of Ingwavuma rural district to study medicine and other related fields at universities, and return to the community to render medical and health services.

Under this trust, young people from Ingwavuma have been able to enrol for divergent fields such as Pharmacy, Physiotherapy, Medical Technology, Dentistry, Medicine, Occupational Therapy and Optometry. Initially with University of Witwatersrand and later the Universities of Natal and Pretoria. The trust sought collaboration with
departments of education and health, the Medical Education for SA Blacks and private funders to provide high quality health services to the population of Ingwavuma.

On its part, the community has to identify local students who have the potential to become healthcare providers and ensure that they carry out their contractual commitment of working for one year in the sub-district.

Glynis on the other hand recalls the thrilling moment when she got the news that the Sisizakele Special School had been registered. Glynis has a soft spot for children with disabilities, particularly those in rural disadvantaged areas and feels strongly that they also have a right to education.

Her passion for these children, together with her resolve to stick to her guns even when at times it seemed so desperate, were the only factors that saw her through the work that she can only best describe as a “backbreaking, soul wrenching and a discouraging slog that lasted for six years”.

The Sisizakele Special School for children with disabilities, which Glynis was instrumental in establishing, was started in October 2002 in the Umkhanyakude rural district. Despite the need for a special school in the area being felt as long ago as 1995, the project survived many challenges, including a stoppage of four years, and eventually opened its door officially in October 2002.

Those involved include the community, various NGOs and the Department of Health. To date the school has a teacher, an volunteer assistant and three mothers who stay in to look after the children, feeding, bathing, cooking and doing laundry for them.

**Dr Ross and Glynis’ most rewarding experiences in the public services**

For Dr Ross his most rewarding experience was when, as acting medical superintendent he took part in the turn-around efforts that resulted in a dramatic increase in capacity of the hospital that in turn resulted in more quality services being provided to the community, and also an increase in the number of clinics.

Glynis’ rewarding experience is being part of a team giving the community assistance by providing a way in which they can cope effectively with their situation. She recounts with delight her participation in the establishment of an arthritis clinic and support clinic for the older women in a rural community.

“It was amazing,” she says, “to witness and learn from the strength and knowledge displayed by the women.” Glynis also helped set up at least five neurological clinics for children who suffer from different levels of neurological abnormalities. To the large numbers of children in deep rural areas who suffer from cerebral palsy and other neurological diseases and who are in most instances forgotten, these clinics that are easily accessible brought immense relief.

**Home and work – balancing the boards**

It is amazing how these two dynamic personalities cope under such demanding circumstances. Dr Ross admits that he struggles to maintain a healthy balance between family and work, particularly when he was involved in the community sanitation programme. The challenge for Glynis was particularly enormous, as she had to opt for a part-time contract to be there during their children’s formative years while also having to complete the work which was not necessarily less. However, she finds comfort and solace in the milestones that she achieved in her career and her happy and well-balanced children.

**Advice to disillusioned public servants**

“First off, have a clear methodology,” says Glynis. Keeping a sober mind and ingeniously exploring various methods of problem solving is a key factor for her. She also emphasises the importance of consulting, particularly the community for whose benefit projects are meant. In agreement, Dr Ross adds that the importance of having a dream that people should strive to fulfill. People usually become disillusioned because of projects that do not seem to progress. Dr Ross believes flexibility is very important to allow for adjustment or breathing-space in the project plan; and also of equal importance, in management, where people would be empowered to boldly participate in the initiation and running of projects.

With proper management and attitudes, a certain level of success will be attained and the public servant will be encouraged to proceed further to attain a higher level of success.

**The role of government departments in service delivery**

 Asked to reflect on how government departments can enhance service delivery, Glynis feels that departments have to find a way to inspire people to be passionate about what they do by providing rewards and incentives and also acknowledging creativity.

“Passion builds passion,” says Dr Ross. In the face of the many rules and regulations that are traditionally central to the public service environment, Dr Ross feels that creativity should be allowed to flourish and people’s minds-sets be realigned with the bigger picture of the organisation.

Also important is human resource development. As part of a good management strategy, managers should identify the potential present in employees and set about developing it. Management wields power to “either free up the creativity within the organisation or freeze it”, says Dr Ross. His emphasis is on people being released to explore innovative output-based solutions to problems.

“‘The culture of apathy needs to be destroyed,” he concludes.

**Conclusion**

In conclusion, asked what it is that propels this family to go on, Dr Ross continues his line of argument that being involved in projects and programmes that go on gives one more energy. “Success,” he concludes, “breds success.” Passion for Glynis, and the fact that her work is a high calling and it is only through actions, not words, that she can fulfill her calling. “If I can bring in a bit of light, love and hope,” she concludes, “then the rehabilitation treatment I administer becomes enhanced.”
The environment

We operate in a global economy that relies very much on information flow and the management of those channels. We are a government that regards itself as an employer that aspires towards integrated planning and policy execution. Our vision as a government is to provide effective service delivery in order to create a better life for all.

In order to have effective service delivery that is integrated, we have to assess whether we have effective design flows that support this integrated planning and service delivery.

The nature of the organisation and information

Through the ages we have moved from the hierarchical to the current networked process organisation. This has increased the complexity of our information flow.

The knowledge and communication networks are now challenging the old beliefs that information is power where people used to keep information from others in order to protect their power base. It is what you do with that knowledge that differentiates the successful from the unsuccessful organisation. Therefore, sharing information has been found to be empowering for both the holder and the receiver of that information.

Speed and flexibility are of utmost importance in the knowledge economy.

Where to for government

If the government were to deal effectively with delivery given its complex nature, it would have to go the information network route. Information networks reduce the complexity of decision-making and accelerate learning and hence service delivery.

Knowledge, information and people

If we say that people are the greatest assets of organisations, the challenge is to empower them with knowledge so that they can be innovative and effective in the delivery of service. Our government is recognised as one of the most transformative governments in the world.

In just 10 years, we South Africans have achieved what established democracies took 300 years to achieve. The key success factor has been not to re-invent the wheel but learning from others’ experiences — focusing both on their successes and failures and building on what we have learned. It has been about sharing the information and learning.

The management of this knowledge and information will determine how successful we are in the future. This workshop is key in enabling us to better utilise the existing body of knowledge and information throughout government in order to shorten the learning cycle even more.
What is knowledge management?

In my view, knowledge management is a change management process that inculcates a learning culture within the organisation through a systematic exchange and dissemination of information and knowledge. Through this process, a new organisational culture is created whereby attitudes, behaviours, knowledge, skills, experience and expertise are consciously passed on from one entity to another in order to accelerate organisational learning.

What are the benefits of knowledge management?

Some of the benefits of knowledge management are:
- sustains organisational memory;
- accelerates learning;
- enhances and sustains high levels of service delivery;
- engenders a culture of information-sharing and lifelong learning;
- ensures and sustains high quality standards;
- engenders team work;
- avoids re-inventing the wheel; and
- encourages and promotes innovation.

What are the key success factors for effective knowledge management?

In order for knowledge management to be effective, the following have to be in place:
- high level of commitment to buy-in and active promotion of the process;
- extensive documentation and recording of experiences;
- simple systems and easy access to available information;
- need/demand-driven and mission-critical information and knowledge should be in the system;
- benefits should be tangible/visible for stakeholders;
- change management interventions should be put in place rather than expecting blind faith to carry the process forward;
- create and engender a conducive culture that rewards effective knowledge and information management;
- the system should be a vibrant, living process;
- sharing should include both failures and successes as well as learnings from both;
- develop incentives, rewards or recognition systems for effective knowledge management and;
- user-friendly information technology infrastructure.

There are some good examples of effective knowledge management processes that have been utilised in government in recent times that need to be enhanced and sustained. For example, the Public Management Conversation workshop held by the DPSA in 2002; the Gauteng Shared Services Centre implementation process and the learning networks run by the DPSA to name but a few.

Conclusion

If government is to achieve its stated objective of accelerated integrated service delivery then more focus should be placed on the processes of knowledge management. This is an available and effective tool to accelerate learning and sustain high levels of service delivery to the people of South Africa — and they deserve it.
How Knowledge Management Works in the New Zealand Treasury
In New Zealand, the Treasury is a central agency within the overall government structure. Treasury advises the government on public spending, and the shape and direction of the New Zealand economy, as well as monitoring the government’s assets and liabilities, budgetary and accounting practices.

The department comprises four policy branches that carry out its core activities, supported by specialists in the areas of human resources, legal, communications, finance, planning, technology and knowledge services.

In 1999 the new CEO and top management designed a five-year strategic plan for the Treasury. The plan had four key points:

• to develop the Treasury into a learning organisation;
• to build intellectual leadership for practical application;
• to prioritise in order for Treasury to add more value; and
• to improve stakeholder relations in terms of partnerships.

The joint decision by the CEO and senior management to explore the possibility of introducing a knowledge management programme in the Treasury came about as a result of operational problems that were hindering Treasury’s progress. At the same time, knowledge management was seen as a way to help Treasury’s desire to grow as a learning organisation, and to improve its intellectual capacity.

**What were those problems?**

A high staff turnover. Every year, just under one third (30%) of members of staff were leaving the department. The department was at a perpetual loss under this skills erosion problem and its consequences were mostly felt in crucial areas such as the frontline policy areas and interdepartmental relations. In addition, most of the people the department was losing had accumulated reputable skills and experience in the department and this meant loss of collective intellectual memory.

There was also a problem with the proliferation of information. Generally, there was no culture of information sharing among staff members in the department. People personalised and hoarded information, resulting in disjointed “silos”. Coupled with that was the lack of an effective document management system.

**Issues: How would knowledge management assist?**

The introduction of KM within Treasury was based on the following anticipated benefits:

• Leveraging of past work and learning — KM demands greater discipline in capturing information to prevent loss of valuable resources. This will enable the department to produce better policies based on valuable experience from its own past events and history thus preventing instances of time wastage through repetitive and unnecessary exercises.
• Improving our work environment — As one of its main focal areas, the KM programme within Treasury in New Zealand wanted to introduce sound and rigorous measures to attract and retain its valuable human resource as a means of continuity and progress.
• Better dissemination of knowledge — KM encourages the sharing of ideas and information, promotes a hunger to learn and stimulates innovation. KM will help in getting people to share both explicit (easy to write down) but also more tacit knowledge (expertise and insight), more frequently.

In a nutshell, the kind of value that is added by KM includes the maintenance and development of:

• future capability (inputs); and
• excelling at key processes.

These capability and process improvements help Treasury to produce better outputs, leading to enhanced outcomes for citizens.

**Getting the ball rolling – Introducing KM in Treasury – 2000–2001. How was it done?**

The first step was the formation of a senior management KM steering group during 2000. This group provided governance oversight for designing and monitoring the programme, and sup-
plied the necessary resources. Operational structures that were set up included a knowledge management programme leader, and a group of KM sponsors who had a significant role in designing and implementing the KM initiatives.

Secondly, the department sought the services of a consultant whose task was mainly to conduct a needs analysis survey within the Treasury. From the series of interviews held with people across the organisation the Cap Gemini report emerged with some recommendations to inform the KM programme.

Often, organisational transformation models appear in complex business language. One of the challenges within the preparatory phase involved turning KM jargon into language that was more relevant for Treasury staff. This included prominently highlighting the business benefits of any required changes. The internal marketing strategy was also an important part of the change process, in order to promote the behavioural changes required across the department.

The KM framework

The predominant characteristic within the framework was that it had to be more practical and useful rather than theoretical. Having been conceived from an analytical approach on people’s different opinions, it had to reliably reflect their knowledge bases.

The framework moves from the premise that there should be identified a list of tangible things, behaviours and skills that, according to people, need to be improved on. The Treasury KM programme listed 10 behaviours that can be measured to assess and manage staff performance:

- Creating and capturing, that involves:
  1. Filing regularly and robustly so that work can easily be found by anyone.
  2. Debrief and review all major work processes.
  3. Leaving sufficient commentary and details of analyses, processes and contacts so that subsequent analysts can easily pick up work immediately and add value (e.g. file notes, state-or-play notes).
  4. Recording your skills, expertise and interests.
- Sharing:
  5. Making time to share ideas
  7. Regularly passing on insights, techniques, lessons: e.g. at sector meetings/other forums
  8. Seeking regular feedback from peers (e.g. asking others about the application of their knowledge to your work; actively listen, encourage others to express their views and use other’s ideas and viewpoints in developing our own work).
- Using information:
  9. Routinely referring to previous work prior to starting new projects
  10. Seeking out experience prior to starting new projects.

The identification of these behaviours is based on the envisaged benefits linked to their adoption by an organisation. Eventually, people would be liberated to innovate as seen, for instance, in the

![Figure 1: The Knowledge Management Framework](image1)

![Figure 2: KM measured against industry standards](image2)
The set of behaviours or competencies, also often referred to as performance dimensions, are furthermore linked to performance management with the ultimate goal of incentivising individuals who uphold them.

The adoption of KM amounts to an overall culture change. Culture change is as usual a difficult process and demands a commitment, amongst other things, to make KM performance measures integral to all core competencies.

The Treasury has conducted two surveys to gauge the staff climate around these key areas that help them to somehow aggregate culture and behaviour. In the surveys, staff members are asked to give their opinion about the listed behaviours.

This helps the organisation to monitor its performance on these key issues and also to measure itself against other institutions.

In the 2001 Treasury climate survey, shown in Figure 2, staff members were generally satisfied with the Treasury’s performance as regards variables such as career opportunity, recognition and knowledge sharing.

On the other hand, empowerment, innovation focus and job satisfaction received the lowest rating — similar to other industries that were with the Treasury.

In the 2002 Treasury climate survey as shown in Figure 3, knowledge management and senior management trust received the highest rating. Of great significance, the figure shows a marked improvement in the ratings for variables such as knowledge sharing and innovation focus compared to those obtained in 2001 — thus indicating the impact that KM was starting to have on the Treasury.

**Tangible outcomes of the KM programme**

Some examples of initiatives that have been successfully implemented as part of treasury’s knowledge management programme:

- At least once per month, seminars and workshops are organised involving people from the private sector and academics from New Zealand and other overseas countries. Also, there are seminars and discussion groups taking place almost every week within the organisation that are open to all staff members.
- Online support for communities of practice, using the corporate Intranet.
- An electronic document management system that is used for capturing the vast bulk of Treasury’s explicit knowledge.
- A staff member database that highlights people’s interests, skills and areas of expertise, as well as their activities for consultation when need arises.
- PowerPAKs — a small number of comprehensive collections of authoritative knowledge in key business process that span multiple areas of the organisation.

**Key implementation lessons**

- Think strategically, that is, how you are going to maintain momentum over a period of time and beyond.
- Involving a broadly representative group (KM sponsors) in designing and implementing change is crucial to obtaining buy-in from staff.
- Expect everything to take longer to implement than you plan.
- Capitalise on synergies with other projects.
- Be conservative about the number of initiatives you establish.
- Don’t underestimate the time required to embed and market the use of.
- Be clear about the benefits of anything that requires compliance.
Embedding KM into Everyday Work Practice

Practical Suggestions for Branch Managers, Managers and Team Leaders

This list contains practical suggestions for improving the way knowledge is captured, shared and used within your sphere of influence. Knowledge Management Sponsors can help you develop strategies that best work for your branch and teams.

a. Ensure your teams/sections talk amongst themselves regularly. Include yourself in some of those discussions.

b. Make a point of acknowledging good capture, sharing, use of ideas publicly within your sections, e.g. at your regular staff meeting. Identify and explain examples of good capture/share/use practice you would like your team to implement.

c. Ensure your regular individual staff feedback sessions including a discussion on their capture/share/use behaviour.

d. Ensure the key points from meetings are captured and disseminated appropriately.

e. Share your own successes and failures (lessons learnt) with your team, and encourage others to do the same.

f. Allow your teams to share their own successes, failures and mistakes in a non-threatening environment

g. Celebrate your team’s successes.

h. Allow your team members to make presentations, in management meetings, on their own contributions.

i. Increase conference attendance within your branch/section/team.

j. Conduct a systematic debrief and review of a major piece of work, which includes identifying a process to actively publicise core lessons for the future in similar areas of work.

k. Produce dossiers of the most important documents for analysing policy topics within your portfolio.

l. Prepare a set of key internet/intranet links that can be shared with others.

m. Establish and maintain an up-to-date collection on a specified body of knowledge that would add value to your work area.

n. Coordinate a discussion forum drawing together people with a diverse range of skills to share expertise, ideas and insights in core topic areas within your portfolio.

o. Plan handover to avoid loss of institutional knowledge (especially consider key person risk): what do we need to do to ensure we do not lose the benefit of past experiences?

p. Ask a KM Sponsor in your branch/component/unit for advice, or a presentation to your team, on best practices for capture/share/use, and their observations from other branches or other organisations.

q. Join a professional network.
On Friday, 21 February 2003, the Learning and Knowledge Management Unit (LKM) in the Department of Public Service and Administration launched the Learning and Knowledge Management Network at Gallagher Estate in Midrand, north of Johannesburg.

This was a special learning network about other learning networks. Quite different from the narratives or “stories of war” on daily experiences of public servants at their service delivery posts that are told in other learning networks, this learning network aimed to reflect on government’s ability to manage and apply the wealth of knowledge at its disposal.

From the onset, attendants were reminded of the importance of information and knowledge management. As part of the global village, South Africa’s rating in terms of the knowledge economy depends on the ability of public employees to harness the knowledge that is generated to benefit the citizens.

The government’s success in this regard depends on how much effort public employees invest in dealing with certain challenges that were voiced during the network.

Firstly, we have to deal with information flow. This would require strengthening and publicising existing channels of information such as the Service Delivery Review, learning networks and other interaction forums, and further exploring new channels and make them sustainable to facilitate easy access and dissemination of information to the citizens.

This is fundamental to both citizens as recipients and public employees as service deliverers, particularly in light of the many technological advancements in service delivery.

We also have to remove certain barriers that have been found to impact negatively on our attempts to manage knowledge. This would include bureaucratic tendencies in our organisations and the traditional pyramidic, multi-layered system of management that inhibits the free flow of information.

Not only are these tendencies and structures harmful to information flow in organisations, they also have an adverse impact on service delivery. In an organisation with a pyramid, multi-layered organogram, the characteristic culture amongst junior employees is to refer cases to their senior counterparts.

As a result of lack of information they are less empowered and thus unable to boldly take the initiative. Because junior employees are mostly at the coalface of service delivery and thus in daily contact with citizens, their inability to take initiatives based on their access to knowledge results in unnecessary delays and frustration for those who need to be served.

As it has emerged in several learning networks, there are many commendable achievements in the form of best practices and creative solutions to service delivery related problems throughout the three spheres of government. It was emphasised that the public service needs to document such experiences as key lessons for other people who deal with service delivery.

Knowledge management compels us to think beyond information sources, i.e. case studies and narratives, dissemination channels — like the Review, discussion forums, etc. — and access. What emerged strongly in the network was the need to promote the ability to convert information into useful knowledge that can be leveraged and applied in different contexts to improve service delivery.

Networking to Leverage Knowledge

A synopsis by Welcome Sekwati
Batho Pele Learning Network
Launch a Synopsis

By Bongani P Matomela
We are all in this together and everyone has a role to play in making MaRadebe and ntate Molefe happy,” succinctly encapsulates the spirit of Batho Pele, and informed the highly interactive and interrogative workshop to officially launch the Batho Pele learning network in April at the Kopanong Conference Centre.

Mr Alvin Rapea, Acting Director-General of the Department of Public Service and Administration (DPSA), mentioned that the launch of the learning network could not have come at a better time with the Cabinet Lekgotla in July. It is also now almost 10 years since the new dispensation was implemented, and we still are talking about the challenge to make Batho Pele work, and remove the perceptions that it is failing. Mr Rapea emphasised the need to learn from each other and the role of learning networks in this regard.

Mr Kgotsa Bantsi, senior manager at DPSA, outlined the rationale, values and principles that underpin Batho Pele. He emphasised its key elements: people, process and systems, and infrastructure and IT. He also emphasised the importance of both back-office and front-office re-engineering initiatives and other various government internal and external communications as part of the service delivery chain, and how these are complementary to the implementation of Batho Pele. He concluded with a passionate plea for all of us to work together, saying: “Together let us beat the drum for service delivery.” The drum is a powerful African symbol depicting rhythm, vibrancy, dynamism, a call to action and mobilisation, and victory.

The presentation by South African Management Development Institute (SAMDI) highlighted some of the experiences as well as feedback from training programmes on Batho Pele. The feedback referred to a sense of pessimism, lack of passion and ownership of Batho Pele in provinces and departments. One of the critical issues that emerged is that of change management; the importance of people, structures and institutions and the need to have a common vision shared by all.

SAMDI was taking a projects, systems and teams approach to training on service delivery, focusing on an institution and taking people through the process of how to implement Batho Pele in their respective situation while also highlighting the synergies and connectivities.

Mr Solly Masilela of the traditional affairs office in Mpumalanga province, presented a model project that was meant to bring services closer to the rural people through the use of existing traditional authorities. The success factors were the availability of infrastructure in terms of transport, information technology and human resources. The project had resulted in the renovation and rebuilding of traditional institutions to meet the Batho Pele challenges, and thus attracted interest among the attendants in the project. The model project was called “an integrated services delivery process model”.

Ms Busi Mdaka of the Government Communication Information Systems (GCIS) office in Gauteng presented a case on the need for Multi-Purpose Community Centres (MPPCs) as information access and communication points for the public and government, adding that they can be used to turn government programmes into communication messages. She highlighted the fact that the experiences of MPPCs in Gauteng pointed to the importance of consultation with the community and their monitoring with regards to the services to be offered and the location of site. She alluded to the difficulties and challenges that MPPCs face with regard to local community political dynamics and tensions.

The many critical issues that were discussed and interrogated by the participants included:

- Compliance and enforcement and the extent of making Batho Pele graduate into some legislation, perhaps an Act, and the implications thereof.
- The responsibility to drive Batho Pele in departments — which units and structures should do that. It emerged that this also depends very much on the department, and Batho Pele is what it says it is, irrespective of where it is located.
- Whether an analysis of weaknesses and other issues has ever been done as we move forward.
- The importance of change management and particularly senior management setting the trends and examples.
- Bridging the gap between knowing and doing.
- The need to link recruitment strategy with track record and commitment to community service, that is linking recruitment to Batho Pele.
- Experience shows that standards are generated in mechanical ways without the involvement of the beneficiaries — management develops the standards.
- The issue of accountability and that Chapter 9 institutions that play a safeguarding role on behalf of the public are not coming to the fore.
- Whether there is adequate monitoring and evaluation of Batho Pele.

Towards the end, the DPSA’s Learning and Knowledge Management Unit committed itself to provide a platform to share the experiences and practices on Batho Pele, both good and bad. This would be done through further learning workshops and sessions, case studies, articles in the Review, the website, inter-provincial and departmental visits and exchanges, etc. It is hoped that these exchanges and platforms would ultimately influence the direction of the implementation, and also of the overall Batho Pele strategy.
The advent of the 1994 elections saw the creation of nine provinces in the Republic of South Africa. The Northern Cape was a relatively new province with few pre-existing administrative structures or systems inherited from the previous government; a handicap in the short run, but an advantage in the long run, as innovative solutions are not constrained by legacy. It is also the largest of the nine provinces (covering over 30% of the country) with the smallest population (less than 860,000 people or less than 2% of the total population). The population is widely dispersed and the economic base is weak. The principal employers are the agricultural, mining and government sectors. Given these realities, the cost of delivering public services to a widely dispersed population is high, especially as the public and service delivery infrastructure still has to be built, renovated or installed. The Premier of the Province has a vision of creating a better life for all, sustainable economic growth and human resource development. This vision includes taking service delivery as close as possible to all the people in the province, in an effective and efficient way, leveraging the limited financial and human resources available for maximum impact.

This vision is encompassed in the “one-stop” philosophy of horizontally integrated, needs-driven public service, as opposed to the traditional vertical departmentalised and largely uncoordinated service dispensation.

The Sub-Directorate: One-Stop Service Delivery Project was created and tasked by the Premier to initiate a programme to enable one-stop government service delivery to all people in the Northern Cape within a period of six to eight years. Initially, this alternative service delivery initiative had to be tested to make sure that it maximises opportunities for citizens and government service providers. This would be followed by a full impact study of this innovative means of delivering government services.

The programme would unfold in the following manner:

• firstly, launching and operating three pilot sites in the province;
• secondly, reflecting on the management and further roll-out of the One-Stop Service Centres; and
• thirdly, rolling out the centres throughout the Northern Cape.

The concept

The One-Stop Service Centre concept is encompassed in the philosophy of horizontally integrated, needs-driven service delivery, as opposed to the traditional vertical departmentalised and largely uncoordinated service dispensation.

The idea is also to refocus government services to the basic needs of people, particularly people below the pover-
ty line. At the same time, focus is directed to the citizen/customer’s needs, demands and convenience. It involves a change from a top-down to a bottom-up perspective with customers at the apex instead of the administration.

The emphasis on customer focus also implies better communication and integration of government actions across sectors/departments and with local communities and their elected representatives at various levels.

The emphasis on transparency, performance, accountability and a people-driven process all imply increased openness, accessibility, accuracy and dissemination of timely and pertinent information to and from all stakeholders.

The general shortage of resources in relation to needs, particularly acute in the Northern Cape, puts a premium on lean, efficient administrative systems rationalised as far as possible.

To summarise, the challenge is to bridge not only the internal management gap between top-level policy and operational day-to-day service delivery at grassroots, but also the external gap between concentrated bureaucracy and geographically dispersed citizens, ideally without significant cost or staff increase.

The pilot phase

This phase covered three main activities:

- Elaboration, design and scoping of a practical one-stop service delivery concept based on the One-Stop Shop (OSS) model suitable to the administrative, geographical and socio-economic conditions of the Northern Cape, and a detailed pilot implementation plan and budget;
- Implementation, operation, monitoring and evaluation of three pilot sites, in Kimberley (Roodepan and Galeshewe) and in a rural area near Upington; and
- Based upon the results, elaboration of a strategic plan for province-wide implementation and a two-year operational plan.

Below are the pilot sites and reasons that prompted their selection.

Pescodia

Pescodia is close to Kimberley that would serve as a base for the project team. Team members would be able to monitor and rectify problems that might arise quickly. The community is the size of a typical town in the Northern Cape with a population of about 25 000 people.

Augrabies

Augrabies is more rural in nature with a total population of about 3 000 people. With the inclusion of the surrounding areas of Marchand, Noudonsies, Alheit and Riemvassmaak the population increases to about 15 000 people. The nearest point where people could access government services was Upington some 120 kilometres away. The Department of Welfare established an office in Kakamas for the people in these areas. However, this did not solve the problem as Kakamas is far away. The people in this area are plagued by a high unemployment rate. The major employer is the agricultural sector. Employment rates rise seasonally when farmers require labour for planting and harvesting.

Galeshewe

With a population of about 100 000 people, Galeshewe is also close to Kimberly where the project team was based. It was also chosen because of the size of its population that proved from the outset that delivering services effectively in such an environment would require a more innovative service delivery model than the current compartmentalised service delivery mode.

Our experiences

The Pilots

The first pilot was launched on 4 May 1998 in Pescodia, the second on 10 September 1999 and the third pilot on 3 November 2000. We have subsequently launched a site in Colesberg through a Public Private Partnership. The focus in Colesberg is government service delivery, but it also includes community skills and business development. Negotiations are at an advanced stage with the Telecentre (Internet, email access) programme of the Universal Service Agency.

The Service Infrastructure

Building

The infrastructure that we required to accommodate this new mode of service delivery with government service providers “under one roof” presented a challenge, as everyone was thinking in terms of their own needs and not the common need to have a facility that is customer-friendly and flexible. Initial plans would accommodate Departments according to their needs, but the realisation of who the actual beneficiaries would be made departments aware of the need to have a common service infrastructure that would be both beneficial and cost saving.

A comparison between the proto-type facility in Pescodia and the other in Galeshewe shows how the notion of a one-stop has transformed. We accommodate all service providers with sepa-
rate offices for personal interviews, but a common counter for delivering over-the-counter services. Furthermore, each facility has a receptionist, except for Augrabies (services are rendered on a scheduled basis with departments servicing people on different days) who directs people to the respective service providers, according to their needs.

With an on-line service, as in the case of Department Home Affairs, their transaction rate should increase dramatically.

The Service Package
The services that are rendered in the facility are negotiated with the beneficiary community. In Pescodia, the services of the Department of Transport were identified.

However, as it turned out, the reality was that people did not want information about government’s transport campaigns, but rather to be able to apply for a driver’s license and renew motor vehicle registrations.

This service is rendered by the local authorities and runs on a totally different system, the National Traffic Information System (NATIS), that would require a special connection to our current service providers. This has an additional installation cost implication of about R30 000 as well as other personnel and administrative costs.

The identification of service packages by the people for themselves is important as it impacts positively or negatively on the transaction rate for departments buying into the One-Stop Service Centre.

The Personnel
Our centres operate on a co-location principle, in other words, the project supplies the service infrastructure and departments provide the staff. Staff are accountable to their respective departments for the daily operations, but the Centre Manager carries the responsibility for the customer-friendliness, timeliness, etc. This has been a good arrangement as the project team has direct control over how services are rendered at the centres.

The team spirit is built through regular interaction with the Facility Manager in the form of monthly meetings. On these occasions, staff members are afforded the opportunity to relate their problems, if any. This also provides an opportunity to the project team to give input and receive feedback as to how services can be further improved.

The Pescodia staff members have already indicated the need to look into basic forms of multi-tasking.

Below is an organogram of the personnel in the One-Stop Service Centres:

The Facility Manager and receptionist are paid from the project budget and all other employees receive payment from the respective departments.

Did we make an impact
The project has been active since 4 May 1998 after the roll-out of the first centre in Pescodia. In April 1999, the project team with the assistance of the Department of Welfare conducted a Customer Satisfaction Survey in the area.

The customer satisfaction survey
The research objectives of the survey were:

- determination of the overall level of awareness and use of the centre;
- determination of the key factors in the public’s assessment of the way in which government services are provided including timeliness, accessibility, reliability and courteousness; and
- a measure of the level of satisfaction with the services provided, including satisfaction with the way in which services are provided, satisfaction with the range of services, and satisfaction with the facility, hours of delivery and other aspects of the physical delivery site.

Every fifth erven was targeted which meant that 20% of the Pescodia households would be covered.

Satisfaction indicators from the survey were in the 90%+ range, which...
indicated validation of the project and satisfaction with the level of services delivered by the community.

Other benefits for the community
Focusing on our Pescodia site for the period October 2002 to December 2002, the following has relevance:

Table 1 represents the transactions conducted in the centre over a three-month period. It excludes indirect services such as information contact sessions that are regularly held with other government departments not present in the centre, e.g. Department of Health (HIV/AIDS awareness), etc.

Table 2 is a breakdown of the services and its statistics of the Department of Social Services and Population Development for October 2002.

The benefit of having government services on the doorsteps of its citizens who ordinarily would have to pay to access these services is further illustrated through the conversion of the above statistics into monetary value.

At a cost of R6 per person transport cost to the traditional points of service delivery, taking it as one transaction per person, the above figures for the period (October 2002 to December 2002) translate into money-back for the citizen (see Table 3).

Other benefits
- Government is visible and accessible and now has a “human” face.
- The basic service needs of people are met. It is also an indication to communities that government is serious about bringing services to the doorsteps of the people.
- It is time- and cost-saving for communities (less run around for citizens).
- It empowers communities to start planning their development through access to information.

### Table 1

<table>
<thead>
<tr>
<th>Department</th>
<th>Oct 02</th>
<th>Nov 02</th>
<th>Dec 02</th>
<th>Total</th>
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<tbody>
<tr>
<td>Social Services</td>
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<td>596</td>
<td>881</td>
<td>2489</td>
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<tr>
<td>Kimberley Municipality</td>
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<td>11418</td>
<td>32225</td>
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<tr>
<td>Home Affairs</td>
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<td>149</td>
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<tr>
<td>Labour</td>
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<td><strong>12324</strong></td>
<td><strong>34905</strong></td>
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### Table 2

<table>
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<td>Social Relief</td>
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<td>Food Parcels</td>
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<tr>
<td>Old Age</td>
<td>6</td>
<td>Foster Care</td>
</tr>
<tr>
<td>New Disability Grant</td>
<td>15</td>
<td>Marital Problems</td>
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<tr>
<td>New Child Support Grant</td>
<td>49</td>
<td>Children with behavioural problems</td>
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<tr>
<td>Foster Care Grant</td>
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<td>Care-givers Project</td>
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<td>Reinstatement</td>
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<td>Elderly neglect</td>
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<td>Enquiries</td>
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<td>Child Neglect</td>
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<tr>
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<td><strong>Total</strong></td>
<td><strong>864</strong></td>
<td><strong>Total</strong></td>
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### Table 3

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<th>Department</th>
<th>Oct ’02 - Dec ’02</th>
<th>Money back to citizens</th>
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</thead>
<tbody>
<tr>
<td>Social Services</td>
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<td>R 14 934</td>
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<td>Kimberley Mun.</td>
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<td><strong>34905</strong></td>
<td><strong>R 209 430</strong></td>
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**Benefits for government**
- Improved credibility for government — meeting the basic service needs of people.
- Improved cost efficiency and effective service delivery.
- Improved planning and decision-making through direct access to socio-economic and demographic information of the community.
- Greater satisfaction for service providers.
- A practical example of Batho Pele.

**Our challenges**

At the moment, the project budget pays for all costs that the One-Stop Service Centre incurs. Without the implementation of cost-sharing principles, this model will not be financially viable to roll out throughout the province.

Other challenges include:
- Over-full One-Stop Service Centres. More and more people are expending less resources to access government services elsewhere. This puts pressure on reducing the bottlenecks that occur within the centres. Some departments are busier than others on certain days.
- Implementing new ideas around improved staff efficiency such as basic multi-skilling or multi-tasking. This will reduce the waiting period for citizens accessing services through our centres. It will also give staff greater job satisfaction and employability elsewhere within the civil service.
- Adding new services, especially from the private sector. More importantly, private sector buying into the vision of the one-stop, where the physical facility is designed around the customer’s needs and not seen as another office or another service delivery point for a specific service provider.
- Concluding service agreements with the respective departments. These service agreements will regulate the arrangements between the One-Stop Project and the departments around issues such as payments, as well as customer care.

**Conclusion**

It is evident from our experiences that more and more people, even outside the targeted beneficiary communities, are turning to the One-Stop Service Centres to access services.

The concept is well received amongst both service providers and the community.
Lessons Learned from Training on the Implementation of Batho Pele Principles

Aaron Smangaliso Nhlonipho, of SAMDI, argues that bureaucracy is a killer of implementation of any process in the workplace, especially Batho Pele. He further appeals to people in positions of power to acknowledge and create space for creativity among employees in order for the noble goals of Batho Pele to be turned into reality.
Quality service delivery is understood in many ways. However, in the public service, quality service delivery is commonly defined as:

“A systematic arrangement to satisfactorily fulfilling various demands for services by undertaking purposeful service, with optimum use of resource to deliver effective, efficient and economic service resulting in measurable and acceptable benefits to customers.”

In understanding the above definition, one could raise a number of illustrative examples to demonstrate what a systematic arrangement as a key element of quality service delivery really entails.

Quality service delivery does not happen in a vacuum. It happens within the ambit of good management practices and management styles.

Batho Pele principles are a key element within the overall transformation process of service delivery in the public service. Transforming service delivery to enforce quality as a key principle calls for a commitment towards customer satisfaction where service providers know the needs, expectations and wishes of customers.

After five to six years in existence, it is disappointing that in certain departments Batho Pele principles still remain nebulous words confined to posters and pamphlets only. In these departments, very little has been done by way of transforming service delivery and at the higher level of supporting government’s quest for transformation in the country.

Misconceptions about Batho Pele

Some of the failures associated with the incorporation of Batho Pele principles into work ethics result from the many misconceptions about them. A few of these misconceptions are highlighted below:

• Batho Pele is a stand-alone, in other words, people responsible for making Batho Pele work treat it as a once-off event that takes place when the minister visits their department or during
the Batho Pele week only.

- Batho Pele is one of those oppressive policies that turn public servants into citizens’ slaves — public officials who hold such a notion see Batho Pele as an enslaving set of rules that have been introduced to public servants by some senior managers.

**Feedback from training interventions**

The workplace is riddled with performance inhibitors and unless these are removed, any attempts towards performance enhancement would not take effect.

There are critical factors that need to be addressed to ensure that people support the implementation process. SAMDI, with its trainers, has a critical role to play in that regard.

In going around the country and engaging in training sessions and interventions with departments and individuals about Batho Pele, the following can be mentioned as an outcome.

**Internal politics:** this happens when people have lost sight of the organisation. Actions and efforts are directed towards controlling, manipulating and influencing people around them. Underlying this is their own incompetence and insecurity which they satisfy through a relentless struggle for power. This results in less consultation and delegation of power needed to drive the improvement process.

Ultimate and unlimited power becomes the goal and anything else that may be of importance blurs and eventually vanishes.

**Weak leadership:** it would be very unrealistic to expect any system to work where the leadership fails to take up a proper leadership role, does not have a dream or vision to excite employees, does not care about employees, and is unable to make contact with people’s hearts and souls. Drivers of the process then lose an opportunity to motivate and direct people to the desired direction.

**Unsatisfied career values:** this happens when a person who prefers routine work and structure may be expected to be creative and come up with noble ideas to implement Batho Pele principles, or a person who is by nature creative is expected to adhere to a job description.

**Entrenched bureaucracy:** bureaucracy is a killer of implementation of any process in the workplace. Nowadays bureaucracy only serves to close down communications, to disengage the workforce from upper management and create uncertainty.

No one can contemplate an idea for bringing new initiatives in such a work environment.

The outcome of the Public Service Commission report about some departments that still know Batho Pele principles only from booklets and pamphlets can be confirmed.

Line managers of many organisations are either crushers or catapults of processes and procedures in the workplace.

What complicates matters further is that line managers themselves also complain about lack of support from their principals and in some instances also lack of knowledge.

It may be that the service delivery plans or even performance management process were designed at a higher level and that line managers were never consulted, or even trained.

Certain departments are not familiar with Batho Pele principles and thus do very little towards the implementation of these.

Senior managers believe that Batho Pele is more relevant to frontline or junior personnel as they come in contact with customers more frequently. Junior personnel on the other hand argue that they cannot implement Batho Pele on their own, as they need their managers’ support to create a conducive environment. This tug of war leaves Batho Pele with no permanent residence in affected departments.

There are no service delivery improvement plans in place or attempts to implement Batho Pele in other organisations.

There are however pockets of excel-
Tolerance in other departments where structures are in place to implement Batho Pele and fast track service delivery improvements.

These are the organisations that try their best and should be assisted by both DPSA and SAMDI.

Approaches to quality service delivery

A number of approaches have been cited previously to achieve quality services in the work place. Many people feel that these approaches have failed and should be discarded.

However, one wonders whether these approaches were properly implemented and managed, whether they were given sufficient time and whether people did not expect quick results and miracles.

Systems approach

This approach has been in existence for quite some time but whether it was understood by all those who were supposed to implement it remains unclear. For example, if we take an example of a hospital where most of the time the quality of output is measured by what happens in the medical wards.

Input ... output

Looking at the diagram (above), it is clear that the nursing staff in the medical wards would not be able to provide quality service to their patients if their internal suppliers did not satisfy their needs in terms of the inputs. From time to time this fact is ignored. People often place too much emphasis on output at the expense of the whole system, including inputs of internal suppliers.

Team work

The illustration in itself shows that until the whole organisation starts looking at itself as a big team and sections within as team members who cannot do it alone, it will be difficult to deliver quality outputs.

Teamwork has been over-emphasised in literature and other interventions, but the question that still remains to be answered satisfactorily is whether organisations take it serious.

“Business is going to change more in the next 10 years than it has changed in the last 50 years” — Bill Gates.

This statement calls for wisdom. It reminds every official that change is inevitable. Implementing and managing Batho Pele principles needs change management principles.

Reasons for change management failures:

- Establish a sense of urgency
- Form a powerful guiding coalition
- Create a vision
- Communicate the vision
- Empower others to act vision
- Create short term wins
- Consolidate and mobilise for more change
- Institutionalise change

Way forward

- Institutionalisation of Batho Pele principles at all levels of functioning in organisations
- Instilling a culture of lifelong learning
- Rewarding and celebrating Innovation Development of a Public Service Excellence Model that should take into account best practices from provinces and globally
- Encourage Transformational Leadership Constituency Management which is about enabling ordinary people to do extraordinary things and reward them
- Assist people to understand the past, present and the future
- Create and sustain positive energy
The MPCC Programme of Government

A Vehicle for Service Delivery

Busi Mdaka, Gauteng Regional Manager of the GCIS, shares the experiences of the utilisation of multi-purpose community centres in the province.

Late, more and more provinces are embracing the multi-purpose community centres (MPCCs) as the most viable solution to most service delivery related challenges. Though still in their preliminary stage, and thus to some extent not so much tried and tested, the MPCCs are seen as a vehicle for service delivery. Therefore the MPCC is likely to be more relevant and responsive to the needs of the communities.

The need for MPCCs – research

Prior to the birth of MPCCs, the field of service delivery was characterised by various exploratory attempts to measure the effectiveness of government’s efforts to deliver services. What emerged from that was the fact that many loopholes still existed, particularly as regards our scope or coverage of services delivered. There was a gap for some new and original ideas to further accelerate and improve the quality of service that government delivers.

What generally emerged was a gloomy picture of a frustrated people who have to walk long distances for some of the critical services, such as health care and schooling, where the infrastructure, if any, would in many occasions be dilapidated. People also reported as a daily occurrence being moved from pillar to post because of poor co-ordination and integration of services.

In addition there was a dire need for information — community centres that would be manned by knowledgeable officials to act as intermediaries between people and government, giving out important information in the local language.

Collectively, these problems drive people to lose faith in the government’s ability to honour its mandate to deliver.
quality services and improve their livelihoods.

**Policy guidelines**

Based on the Comtask Report, the Cabinet in its 15 November 1999 memo recommended the MPCC as a new and alternative service delivery vehicle and that each district council should have one. At the same time, as a way of ensuring that MPCCs do not end up as white elephants or evidence of government’s failing attempt towards service delivery, a number of values and traits were identified for each MPCC.

First off is the question of Batho Pele, that for their success, MPCCs should operate in response to the needs of the communities in the local area, always putting them at the forefront of all operational and structural decisions.

Then, the whole essence or justification of MPCCs is how different they are from other numerous service delivery attempts. Being community-centric in approach, they would be informed by local realities, some of which are usually rather not known if operating from a distance. This would also have a positive impact on the kinds of decisions made as regards identifying, planning and implementation of developmental programmes for the community.

Its familiarity with the context would inform decision-making as regards the sort of programmes as well as types of technology required in carrying them out.

True to their community-centric nature, MPCCs should be able to encourage local communities to participate in government programmes including policy making by giving out current information.

And finally, MPCCs should form an integral part as well as complement the overall government development strategies and programmes such as the Integrated Rural Development Strategy and Urban Renewal strategy. Communities should be empowered to contribute to their own and the nation’s growth and development through building partnerships with various stakeholders to promote integrated delivery of services.

These values are related to the government’s basic mission whereby it commits itself to, over a period of ten years, provide every South African citizen with access to information and services within five minutes of their place of residence through effective MPCCs.

The overall vision of MPCCs is to empower the poorest and disadvantaged with access to government information, services and resources.

**MPCCs – what benefits?**

The distance factor has always been the greatest setback characterising the day-to-day activities in the lives of many South Africans. This has far reaching implications, particularly in view of the grinding poverty, disability and the high unemployment rate in the country.

Through MPCCs government could use enabling technology to expedite service delivery

**MPCCs are a means of bringing government closer to where people live thereby ensuring that the burden of access moves from the citizens to the government. They are an attempt by government to decentralise itself making sure that services are available even to the remotest, far-flung corners of our country. Through MPCCs, government could use enabling technology to expedite service delivery thereby giving impetus to its commitment to improving people’s lives.**

The operational word as regards service delivery in MPCCs is “integration”. By deploying highly intelligible IT systems, all services can be provided, including those that were previously only available at some remote location through another sphere of government. Thus, as one of their benefits, MPCCs facilitate a co-ordinated and integrated service delivery, most importantly across government spheres.

Finally, they serve as direct and unmediated communication channels between government and the people and promote community consultation through forums such as imbizos.

**Alignment with Batho Pele principles: Consultation**

The idea of MPCCs revolves greatly around the principle of community involvement. Citizens should be consulted about the level and quality of services they receive and, where possible, they should be given a choice. This could be done in the form of surveys, interviews, consultation groups and meetings with representative bodies.

**Provincial level**

Integrating service delivery involves a co-ordinated approach based on the alignment of efforts by all roleplayers to avoid the disjointed approach to service delivery.

The Provincial Intersectoral Steering Committee, operating at provincial level, provides a bridge between the citizens and other structures at local level and a variety of stakeholders at provincial level.

Comprising strategic roleplayers and representatives from government departments, this body makes important decisions on service delivery matters such as where centres should be established and what services they offer. The recognition and involvement of input by citizens probably increases the MPCC’s ability to directly target real needs as expressed by people.

**Challenges**

Some of the challenges that often arise in setting up the Provincial Intersectoral Steering Committee revolve around power, i.e. representatives without decision-making powers regarding involvement in projects. Others include:

- Lack of knowledge of departmental plans regarding expansion or decentralisation resulting in lack of commitment and the unfortunate duplication of centres and functions.
- General lack of information sharing,
poor information flow between the different structures.

Local level
At local level, the main consultative forum is the Local Intersectoral Steering Committee. The committee comprises stakeholders at local level who include local government, community leaders, NGOs, CBOs and organisations with similar or related responsibilities including those at the MPCC.

The Local Intersectoral Steering Committee, strategically placed at local level where delivery takes place, has amongst its many responsibilities the task to:
- identify sites where MPCCs should be established, i.e. in terms of accessibility to all communities and political neutrality;
- identify services that should be provided at the centres; and
- help with the launch of the centres.

Challenges
These include:
- People joining for self-interest and personal gain — particularly because such initiatives are often mistaken for job creation projects.
- Conflicting ideas from numerous interest groups that end up delaying and most unfortunate, often holding back the process.
- Rejection for reasons unknown of the centre by communities while it is already operational.
- Conflict of ideas and expectations between the government officials on the one hand and the public.
- Mistrust for the government that is often seen as a threat to centres.

MPCCs — increasing access to services
Departments that are directly involved with service delivery are faced with the challenge of specifying and setting up standards for progressively increasing access to their services to those who have not previously received them. This takes into consideration aspects such as:
- geography and distance;
- population numbers;
- availability of transport;
- communication infrastructure;
- language and literacy rate;
- disability;
- social and cultural attitudes; and
- political neutrality, etc
Some of the challenges faced include satisfying all the stakeholders, finding a central venue, getting space, and dealing with self-interests.

**MPCCs — Providing more and better information**

It is the responsibility of departments to provide complete and up-to-date and accurate information on the services they provide, and details about people who benefit from those services.

It is of importance that MPCCs make provision for such information in a variety of media including verbally in all used languages. Also means should be made that information reaches remote communities. The awareness and communication campaigns should also address the public information needs, balancing that of course with government communication needs and priorities.

The MPCC could make use of communication officers from the communities to address language and cultural dynamics, especially as much emphasis is placed on face-to-face communication during visits.

**Challenges**

- Ensuring that departments support the MPCCs and distribution points and fully use them for information dissemination and campaigns; and
- Ensuring that political principals use MPCCs for their events.

More challenges would include:

- Getting departments to work together and support each other in line functions.
- Equipping MPCCs to cope with the demand for multi-skilling.
- Aligning treasury regulations and resource procurement towards enabling MPCCs to fulfil their mandate.
Ontario is one of Canada’s 10 provinces. It has the largest population in Canada with 12 million people and is the country’s financial and business centre. The Ontario government comprises 23 ministries and central agencies in 1,800 government locations employing 62,000 people. Much like South Africa, Canada has three levels of government: federal, provincial and municipal governments.

In September 2002, across the Atlantic in Glasgow, Scotland, Ontario competed for an international “innovations” award from the Commonwealth Association for Public Administration and Management (CAPAM).

This was the third of CAPAM’s biannual innovations awards and the second time that Ontario received a gold award. In 1998, Ontario won a gold award for Teranet, OBC, Service-Ontario, and the Personal Property Security Branch. Ontario participated in the receipt of a silver award in 2000 for its contribution to the “Citizens First Research” and the Common Measurements Tool as members of the Citizen-Centred Service Network.

From over 150 submissions from Commonwealth nations — including the United Kingdom, Australia, India, Singapore and Malaysia — submissions were presented from all levels of government. There were submissions from federal governments, provincial governments and local municipal governments. From the 30 semi-finalists, the jury chose 11 finalists.

The 11 finalists were invited to Glasgow to make presentations to the jury.

The jury was representative of Commonwealth countries and consisted of 10 internationally recognised practitioners, advisors and academics knowledgeable in the fields of public administration and management, and well-versed in international economic, social and cultural contexts.

They evaluated the finalists based on effectiveness (the innovation had to show results — attention was paid to costs, savings and related benefits); innovation (it had to be genuine); relevance (to the theme of governance); significance (it had to be of benefit locally or nationally, actually or potentially); replicability (it can be done elsewhere);
and appropriateness to the social or economic context.

The theme of the award was “Innovations in Governance”. The jury was looking for innovative practices in governance that respond to significant challenges existing in the current environment. They were looking for submissions that demonstrated how an organization directs itself and the processes and structures that are used to achieve its goals.

The theme of governance was also concerned with how organisations relate to each other, how they relate to citizens and the ways in which citizens are given a voice.

More specifically, the jury was interested in innovations that addressed challenges in governing such as partnering (involving private and non-governmental sectors in the development of policy and delivery of services); maintaining accountability in the face of delegation of authority and blurring of roles and responsibilities; communication and information revolutions (dissemination of information); demands for citizen engagement (involvement in decision-making); integration of horizontal and vertical management; maintenance of policy coherence with so many players and accountability framework; the adaptation of political or parliamentary structures in the public sector context; the demand for new skills in human resource competencies and the challenge of ensuring core values and ethics in government.

Ontario was awarded the gold for making its government work better by creating new ways of connecting and breaking down barriers between traditional hierarchical ministry structures. Ontario has connected the delivery of routine public services through multiple channels to meet customer needs. The award recognised Ontario’s initiatives to:

- co-ordinate policy and planning in clusters of ministries;
- create a virtual network to connect inspections, investigations and enforcement functions across ministries;
- integrate the delivery of internal business support services; and
- use a citizen-centred approach to integrate service delivery.

**Introduction**

In 1997, the Ontario Public Service began a transformational journey focused on becoming a more customer-centred organisation, ensuring quality service, focusing on core businesses and becoming more integrated, flexible and results-oriented.

This vision for public service in the 21st century drove the agenda for change and kept it on track.

The result is that challenges, such as developing new governance models, have been tackled as part of strategic, rather than piecemeal, reform. This approach has helped the Ontario Public Service to build an innovation culture, where public servants are encouraged to offer new ideas and where new ways of working are widely communicated and celebrated. One of the cornerstones of Ontario’s vision of public service for the 21st century is working together to make government work better. We are building a more connected organisation that:

- addresses strategic policy and planning issues through a cluster-based approach to ministry collaboration;
- brings public servants performing similar functions (i.e. inspections, investigations and enforcement) in many different environments together in a virtual network;
- has established a new government-wide bureau to provide internal business support services; and
- is integrating delivery of routine transactional services to individuals and businesses when, where and how they want them, including a new internet “Gateway”.

**Why is integration such a vital innovation in governance?**

- By working together, we can create better solutions.
- Sharing across sectors enriches the pool of ideas, and partnerships can create new synergies.
- Public policy issues are increasingly complex and the solutions often lie within the authority of many ministries or even many jurisdictions.
- The public expects seamless services, when, where and how they choose.
- New technologies connect services in ways that were simply not possible in the past.
- Efficiencies can be achieved through eliminating unnecessary duplication and overlap.

**Connections not just a simple solution**

Accountability is not necessarily easier in an integrated organisation. In fact, it can be more complex because there are more people who have to be in the decision-making loop.

In the Ontario Public Service, we have found that different mechanisms work for different purposes. For exam-
ple, Deputy Ministers’ Steering Committees provide strategic direction on some key issues. They are usually supported by more operationally focused committees of assistant deputy ministers and/or ministry executive leads.

Memoranda of Understanding and Service Level Agreements are used to bring clarity to relationships between service-providing central bodies and client ministries. This submission provides examples of how the Ontario Public Service has approached innovative governance by working together in a connected organisation.

Policy and planning clusters

Ontario has taken a “cluster” approach to achieving greater policy coherence and coordination of strategic planning. In 2000, in concert with a reorganisation of Cabinet Committees and some programme realignments in the Ontario Public Service, ministries were grouped into eight customer-based clusters, on the basis that they:

- share strategic direction and goals;
- share customers and work with related sectors;
- have interdependent policies and programs; and
- with their service delivery partners, constitute a service system.

There is also flexibility in the ways that clusters work together. For example, the Business and Economic Development cluster, which is the largest group, has created an economic development policy secretariat.

In the Justice cluster, ministries collaborate on a common environmental scan, identification of system-wide cost drivers and shared strategies, as part of integrated planning. The Integrated Justice Project, which aims to create a modern, effective and accessible justice system through better information management, is jointly managed by the ministries in the Justice cluster.

In the Human Services cluster, the Integrated Services for Children Division reports to both the Ministry of Community and Social Services and the Ministry of Health and Long-Term Care.

Significant effort has been made not to create new boundaries around these clusters. Ministries must often work with partners in other clusters. Nor are the clusters set in stone. They were reviewed in 2001 and some adjustments were made to maintain alignment with changes in other governing structures (mainly in ministry functions) and to reflect experience to date.

The clusters have made information-sharing easier and provided opportunities to develop more creative and in-depth systems of knowledge management. They have supported improved service delivery, better cross-sectoral policy development, and collaborative planning.

Inspections, investigations and enforcement

There are more than 5,000 staff in 13 ministries involved in inspections, investigations and enforcement across the Ontario Public Service. These public servants are involved in many areas affecting the daily lives of Ontarians—like inspecting food supplies, monitoring the safety of our roads and workplaces, and protecting our environment and natural resources.

In 1999, after a study that identified the potential of sharing across this key protective function of government, the Inspections, Investigations and Enforcement Secretariat initiative was launched. Its aim is better protection of the public through more consistent, integrated, flexible and coordinated services.

Innovative governance: Partnership

The Inspections, Investigations and Enforcement initiative involves a partnership of six ministries which are most involved in these activities: Labour, Natural Resources, Environment, Transportation, Consumer and Business Services, and Agriculture, Food and Rural Affairs. Another seven ministries are linked into the project.

A Deputy Ministers’ Steering Committee representing the six partners leads in a coaching role.

The Inspections, Investigations and Enforcement Secretariat, based in the Ministry of Labour, coordinates the initiative and acts as a catalyst. It has eight seconded people from partner ministries.

It relies on the expertise and experience of about 120 staff who have participated in interministerial working groups in regions across the province.

New tools for connected compliance

The project can point to an impressive array of new tools that have been developed and field-tested by staff, including:

- a framework for proactive identifica-
Case Study

Shared Services Bureau

The Call to Action
In 1995, the Ontario Public Service was challenged to cut its internal administrative budget by one-third ($300 million). That kind of cost-saving could not be achieved ministry-by-ministry, without compromising the delivery of internal business support services.

At the same time, the Ontario Public Service was being challenged to work differently and to remodel the organisation to make it more cohesive.

The solution that was implemented in 1998 was the Shared Services Bureau. It was created to deliver internal business support services more efficiently, and to create a foundation or platform for a more connected government organisation.

Innovative Governance:
Customer Collaboration
Approximately 1,100 employees providing business support services moved from their ministries to the new Shared Services Bureau over the course of about 12 months.

It operates differently:
• it has to earn its way;
• it has no operational budget; and
• it charges its internal customers fees for its services.

Memoranda of Understanding are negotiated with client ministries to set terms of the relationship, and define authorities and dispute resolution protocols. Service Level.

Agreements determine the type and level of service customised to ministry needs and geographically distributed. Shared Services Bureau Senior Account Executives work in collaboration with ministry-appointed service managers to ensure that ministry needs are properly planned for and met.

A Customer Council, with representatives from across the Ontario Public Service, provides advice and monitors performance.

The Shared Services Bureau is collaborating on a very diverse range — serving 22 ministries and central agencies and some 60,000 employees.

As an indication, its functions include:
• processing approximately 6.4 million financial transactions annually by electronic transfer and cheque;
• purchasing about $3 billion in goods and services each year;
• providing generic training for 60,000 public servants; and
• providing general administration including forms control and design, fleet management, translation services, insurance.

Integrated service delivery
Ontario is committed to providing access to a range of routine public services when, where and how the customer wants them. A restructured Ministry of Consumer and Business Services has been given the mandate to integrate delivery for transactional services to individuals and businesses across government.

In 2000, a critical mass of corporate service delivery initiatives were consolidated in a single ministry. The purpose was to create a locus of leadership and accountability for integrated service delivery through multiple channels.

The channels include:
• over-the-counter services, including 59 Government Information Centres providing information and referral services on behalf of multiple ministries in communities across the province;
• telephone, seven days a week, 24 hours a day, through the government’s central access and inquiry services, blue pages and its databases and directories; and
• electronic access over the internet and via 300 widely-distributed electronic kiosks and workstations.

Innovative Integrated Service Delivery Governance Mandate
The mandate of the new Integrated Service Delivery Division in the Ministry of Consumer and Business Services includes:
• leading cross-ministry and inter-jurisdictional collaboration;
• implementing, with involvement of ministries and central agencies, the integrated service delivery strategy;
• designing and managing new governance and partnership models and new integrated electronic and over-the-counter service delivery systems; and
• ministries remain accountable for their legislation, policy and business rules.

Ontario is responding to the needs of Ontario residents and businesses for a choice of access channels and for ease of access through a readily-identifiable, new, single “front door” to routine government services.

Customer surveys show that Canadians are connecting electronically at a rapid rate, and demand is growing for internet-based services. In September, 2001, the Minister of Consumer and Business Services and
the head of a consortium of companies led by BCE’s Bell Canada announced the signing of a five-year landmark contract to design, build and operate electronic connections for the next generation of service delivery options.

Service improvements have already begun. There is a new internet “Gateway” to Ontario’s on-line services. Information is organised to respond to common questions asked by customers. “Life event” packages walk the customer through the steps required to replace lost identification, get married, or deal with the death of a family member, for example.

As part of improved and integrated access, Ontario has also made all provincial government legislation accessible on-line (E-laws), eliminating the waiting time for printed versions of new or amended laws.

As of April, 2001, Ontario Business Connects customers can do multiple business registrations on-line for both provincial and federal government programs, in addition to registering at more than 100 workstations.

These innovations build on existing electronic services, including an on-line system for ordering government publications, and automobile licence renewals and address changes available through widely-distributed electronic kiosks.

Governance Models: Enterprise Leadership and Management
Integration requires a new kind of “enterprise” leadership and management.

The new Integrated Service Delivery Division required a different organisational structure, and capabilities unprecedented in the Ontario Public Service. To support this innovation: A Deputy Ministers’ Steering Committee on Service Delivery Transformation was involved in the development and design of the new Integrated Service Delivery Division.

An Assistant Deputy Ministers’ Committee provides a forum for cross-ministry operationalising of the new system.

New “enterprise” competencies were customised to the challenges of the new division, and used to select candidates from across the Ontario Public Service to staff the new roles.

The Integrated Service Delivery Division is function-based, working horizontally across multiple ministries for the design and implementation of service delivery.

Conclusion
Through integration, Ontario is:

- improving policy and planning processes for an increasingly complex world;
- unleashing staff creativity and improving services and skills through virtual networks;
- achieving efficiencies and cost savings through enterprise-wide internal service delivery; and
- transforming service delivery to respond to customer needs.

Since 1997, more than 130 nations have visited Ontario to learn more about the Ontario Public Service approach to customer-centred government. There is keen interest in replicating these integration initiatives from across Canada and from other nations.

As structures, processes and people in the Ontario Public Service have become better connected, the seeds of an innovation culture have been sown more widely and have taken root across the organization. More people are moving from an “if only” attitude to a “what if” capacity — generating new ideas for ongoing strategic reform in the 21st century.
Implementing administrative justice is a very ambitious idea. Nevertheless, the concept of administrative justice has already changed and still will change the way in which public administration in South Africa is working. Together with the principles of Batho Pele (a Sesotho term, meaning People First), the Promotion of Administrative Justice Act (the “AJA”) will hopefully prove to be a powerful tool in promoting fair decision-making and a transparent and accountable public service.

This article deals with the efforts of the Department of Justice and Constitutional Development (hereafter referred to as DoJ) — together with the German Agency for Technical Co-operation (Deutsche Gesellschaft für Technische Zusammenarbeit, hereafter referred to as GTZ) — to facilitate the implementation of the AJA throughout the public service.

Constitutional background

Prior to 1994, the public service of the Republic of South Africa was perceived as an unaccountable machinery dominated by white officialdom which neglected the needs of the vast majority of the population. With the adoption of the Interim Constitution in 1994 and the Final Constitution in 1996, supreme constitutions with a Bill of Rights were put into effect affording basic human rights to all people living in South Africa irrespective of race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language or birth.

Constitutional values such as human dignity, equality, freedom of expression and enforceable socio-economic rights are intended to change the way in which huge parts of the population have been treated by all tiers of government. Furthermore, specific provision was made with regard to the way in which the public service was to function. In section 195 of the Final Constitution the basic principles governing public administration are named, including the notions of accountability, transparency, efficiency, impartiality, fairness, responsiveness, development-orientation and representivity.

Last, but not least, section 33 of the Final Constitution provides that everyone has the right to administrative action that is lawful, reasonable and procedurally fair. All these provisions...
seek to promote the idea of good governance, thereby endeavouring to enhance the well-being of all South Africans through a committed and efficient public service.

The content of the AJA

The right to administrative justice as stipulated in both the Interim as well as the Final Constitution was given content and shape by the AJA. The AJA as drafted by the South African Law Commission and enacted by Parliament in February 2000 had been put into operation on 30 November 2000 (with the exception of sections 4 and 10 which only became operational in July 2002).

Consequently, for the first time in South African history, the principles of general administrative procedure and judicial review — formerly governed by common law principles — have been given legislative form. As general administrative law, the AJA applies to and binds the entire administration at all levels of government and prescribes how the powers that are given to administrators by other particular administrative laws (such as the Social Assistance Act, the Immigration Act, housing law, planning laws, etc.) have to be exercised.

Some of the key features of the Act are the rights of the individual to be heard and to make representations before a decision is taken that might adversely affect his or her rights; to get a clear statement of the decision; to get adequate notice in respect of any right to judicial review or internal appeal and to get adequate notice in respect of the right to request reasons.

Others relate to the rights of the public to be consulted if a decision affects their rights. In this way, the Act tries to promote values, which are also important to improve service delivery in terms of Batho Pele, like accountability, responsiveness and openness. For instance, if officials know that they need to explain the way in which they use their power and exercise their discretion they are more likely to perform their functions properly. If the way in which government works is transparent and if people feel they can contribute to the process of decision-making, the administrative decisions taken are more likely to be supported by the people.

Based on these assumptions, both the AJA as well as the Batho Pele Principles focus on improving government service delivery at national and provincial level.

Challenges regarding the implementation of the AJA

For the right to administrative justice and the rights stipulated in the AJA to become more than just rights on paper, a strategy to facilitate the implementation of the Act was needed. In this context, the issue of providing a framework for organisational development/organisational changes according to the legislative requirements and the issue of training had to be addressed.

Furthermore, a system for monitoring and evaluation of the progress of implementation within all spheres of government needed to be developed. In addition, a strategy for raising awareness of the requirements of the Act and the rights for non-governmental organisations (NGOs), community-based organisations (CBOs) and, last but not least, amongst citizens, had to be drafted.

Finally, the consolidation of the legislative framework through the drafting of regulations to the Act, a code of good administrative conduct and research in areas where amendments to the Act might be necessary to provide a more comprehensive framework, was considered an important step towards the implementation of the AJA. To date the following activities in the areas mentioned above have been undertaken by the DoJ and GTZ.

Implementation strategy

After 1994 a number of new pieces of legislation have been enacted to give effect to the new constitutional dispensation and to transform the public service. This resulted in government departments being overworked and lacking the capacity to prepare for compliance with all the new legislation. In August
2001, ten months after the commencement of the Act, a survey of national departments was conducted in order to determine the level of awareness and compliance with the AJA. The outcome of the survey was that most government departments at national level had not been aware of the Act and, consequently, had done little to prepare for compliance with it. This showed a clear need for support structures for government departments to create awareness of the contents of the Act and to develop methodologies for aligning the work-processes with its requirements.

Together with Resolve Crime and Security Solutions (Pty) Ltd (RCASS), a private consultant, and GTZ, the DoJ developed such a basic implementation strategy. Some of the basic features of the strategy are an explanation of the contents of the Act, the benefits of compliance (such as improved efficiency and reduced risks of fraud, corruption and legal action against the department) and the assessment of legal compliance by mapping the actual decision-making processes.

The last part of the strategy, in particular, is very important because it assists departments in bringing their workflows, manuals and handbooks, forms and the record management into line with the legal requirements of the Act and, at the same time, improving the efficiency of the decision-making process.

Due to the limited resources of the DoJ and GTZ, it was decided that the implementation strategy would be piloted in two Provinces (Mpumalanga and Northern Cape) and two national departments (Department of Justice and Department of Health) and refined afterwards before making it available to all government departments. In the two provinces as well as in the DoJ, a series of three workshops for senior management as well as other officials from different units/departments was completed in 2002.

During these workshops, the major decision making processes of the respective departments were identified, mapped and assessed and, where necessary, re-engineered to achieve compliance with the AJA. Subsequently, the experiences gained during the workshops were evaluated by the DoJ, GTZ and RCASS and a report - together with the refined version of the strategy and recommendations for the way forward - will soon be made available to Cabinet.

In the meantime, preparation for further implementation workshops for the Department of Public Service and Administration (DPSA), the Office of the Public Service Commission (OPSC) and the South African Management Development Institute (SAMDI) have commenced in which experiences in the pilot projects will be included.

**Capacity building through training**

Justice College, the training institution for the Department of Justice, started immediately with training on the AJA in February 2000. After a series of mere awareness workshops, a concept for a so-called “train-the-trainer” workshop was developed. A short-term expert from Germany, Dr W Klinter, was brought in to share his experiences as lecturer with training administrators at the Bavarian training college for administrators (Bayrische Beamtenfachhochschule)6.

In preparation for the train-the-trainer workshops appropriate training methodologies and training techniques for practical training as well as training material were developed. In this context, the experiences gained in the course of the awareness workshops and the expertise of Dr W Klinter were used to devise a training programme that assists administrators to get a clear understanding of the Act, to comply with the requirements of the Act and to find guidance on how to implement the Act in their day to day work.

By offering the course in the form of the train-the-trainer concept to trainers in other government departments from November 2000 onwards, it was hoped to build capacity in other state institutions to put them into the position to offer training on the AJA through their own trainers.

One important step in getting other training institutions involved in offering training on the AJA was taken in 2002 when the South African Management Development Institute (SAMDI) appointed a trainer specifically for training on the AJA. This trainer, M Shiplana, attended the train-the-trainer course of Justice College and GTZ in April 2002 and started immediately afterwards with training on the AJA for different departments at national, provincial and local government level.

Even though the train-the-trainer courses are mainly aimed at government officials, an invitation to attend the last course in December 2002 was also extended to a number of NGOs, which had shown interest in training on the AJA. The experience during the workshop then showed that such kind of joint training can help in creating a mutual understanding on both sides for the difficulties administrators as well as members of NGOs are facing when dealing with the Act.

In addition to the training for government officials and NGOs, Justice College and GTZ also started offering various courses to magistrates from 2001 onwards. The main aim of these courses is to capacitate magistrates in the area of administrative law in preparation of their designation by the Minister7. Even though the Minister has not yet designated any magistrate, this is only a question of time.

**Monitoring and evaluation**

To be able to access systematically information on the progress regarding the implementation of the AJA, a monitoring and evaluation strategy is needed. Fortunately enough, the Public Service Commission (PSC) proved to be a highly competent partner for the DoJ and GTZ in this respect.

Mandated with the constitutional task of investigating, monitoring and evaluation of the organisation and administration of the public service8, the PSC agreed to include in its monitoring and evaluation strategy the issue of compliance with the AJA. Based on the constitutional principles for the public service in section 195 of the Final Constitution, officials from the Office of the PSC (OPSC) developed together with the DoJ and GTZ standards which allow for the assessment of government’s performance with regard to compliance with the AJA.

Still in 2002, researchers from the
OPSC started with the first round of the Ms&E project conducting interviews in ten national and three provincial departments. The outcome regarding the level of implementation of the AJA was quite frustrating with only two or three departments actually being aware of the Act and having started with the implementation. The next research cycle will commence in a few months time including 10 further national departments and three Provinces. It needs to be seen whether the results will be better than in the first round.

**Awareness raising activities**

Already during the drafting of the AJA, a number of NGOs that work in the area of human rights, such as, for instance, Black Sash, the Community Law Centre and the Legal Resources Centre, were heavily involved in the discussions and workshops held. Consequently, the co-operation continued also after the coming into effect of the AJA leading to the joint development of awareness material for NGOs as well as for citizens.

During the drafting of the material NGOs were constantly consulted and the final draft has been discussed at a joint workshop in March 2002 before being printed.

The next important step will be the development of train-the-trainer courses specifically for members of NGOs and CBOs still in 2003. Despite the successful train-the-trainer course with both administrators and members of NGOs, it might be more appropriate (time wise and regarding the content of the courses) to develop a shorter module aimed at the needs and expectations of NGOs conducting awareness workshops for paralegals as well as citizens.

**Consolidation of the legislative framework**

Since the AJA itself is a rather brief piece of legislation, it was envisaged in section 10 (1) (a)-(d) AJA that the Minister must make regulations to provide more detail on how to promote the right to procedural fairness, on the procedures to be followed in connection with decisions affecting the public (public inquiries and the notice and comment procedure) and on the procedures regarding requests for reasons. These regulations had been promulgated in July 2002 and have been put into operation together with section 4 and section 10 of the AJA. Furthermore, section 10 (1) (e) AJA stipulates that the Minister must also make regulations relating to a code of good administrative conduct in order to provide administrators with practical guidelines and information aimed at the promotion of an efficient administration and the achievement of the objectives of this Act.

Since neither the scope nor the content of the code are very clear from the wording of Act, a long debate started on the appropriate form of the code.

After the involvement of experts from various institutions such as Justice College and further units of the DoJ, a first draft code which is mainly based on the ‘Practical Guide to Administrative Justice’ (a training manual for administrators, developed by Justice College and GTZ) was published for public comment in December 2002. Unfortunately, the response to the draft code was very poor.

Therefore, another workshop was arranged in early April 2003 inviting administrators from different government departments as well as members from some NGOs to discuss the current draft. From the discussions facilitated by Professor I Currie, one of the leading experts in administrative law from the Law Faculty’s Research Unit for Law and Administration (RULA) at the University of Witwatersrand, it emerged that a comprehensive manual that explains in plain language the core elements of the AJA was considered more useful by the administrators.

Although the revision of the code has not yet been finalised it appears very likely that the document, which still needs to be submitted for approval to Cabinet and Parliament, will be a practical and comprehensive manual.

**Concluding remarks**

It would be immature to claim that the change in culture that is needed to improve service delivery in South Africa has already been achieved. I am, however, confident that the approach taken by the DoJ in co-operation with many other state institutions will finally prove to be successful. The lesson to be learnt from this is that compliance with the Act throughout government requires joint efforts in building capacity and sharing learning.

With state institutions such as the DoJ, DPSA, the PSC and SAMDI serving as a model for the implementation, it would appear that in a few years time the concept of administrative justice will not only be much more known but also widely adhered to in the public administration of South Africa. The relationship between citizens and the state will thereby be sustainably transformed and service delivery enhanced.

2. Act 3 of 2000
3. Equality Clause in Section 9 (3) of the Final Constitution
4. Section 33 Just Administrative Action
   (1) Everyone has the right to administrative action that is lawful, reasonable and procedurally fair.
   (2) Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons.
5. To have a proper record management increases the ability of the department to provide reasons for a decision when requested to do so and to defend a decision in court.
6. In Germany, each public servant has to undergo three years of training before being admitted as public servant. The training includes 18 months of studying at so-called training colleges for administrators — which are set up in each Province in Germany — and 18 months of training on the job in different units/departments of the respective local, provincial or national government structure.
7. For more information, please contact the training co-ordinator of SAMDI, Isaac Segooa, (012) 314 7184 or the SAMDI trainer on the AJA, Miyelani Shipalana, (012) 314 7256.
8. Up till now, only the Constitutional Court and High Courts or courts of a similar status have jurisdiction on administrative law disputes.
9. Section 196 Final Constitution.
Mashwahle Dipofa, of the Department of Public Service Administration, takes a swipe at a number of leadership models and argues for leadership thought that is practical and pragmatic for the betterment of organisations and empowerment of employees or ‘followers’
Scott Adams, creator of the popular cartoon strip “Dilbert”, once wrote that “the most important skill for any leader is the ability to take credit for things that happen on their own” (Adams, S. 1997:289).

Of course, coming from Scott Adams, this can easily be dismissed as another one of his jokes about organisations and management. But coming to think of it, it does indicate that there is currently so much that is said and written about leadership, some of which should perhaps not be taken seriously.

Not all the contemporary advice on leadership comes from cartoonists such as Scott Adams. It also comes from academics, motivational speakers, heads of corporations, consultants — to mention a few. The problem, as Dalin et al point out elsewhere, is that some of these “slogans” are hardly empirically based (1993:10). Which may explain why some of them defy commonsense and bear little relationship to what actually happens in organisations.

This article provides a brief overview of key trends on leadership debates, and argues that at times there is some unrealistic advice offered on this subject.

“Leading” is not a concept that is limited to chief executives and other heads of institutions. Instead, it applies to many other employees in the organisation. These employees often play crucial leadership roles in their areas of responsibility (e.g. logistics, procurement, human resource management, projects, etc.), but this does not mean that “leading” is their full-time career.

This is unfortunately an issue some ignore, especially in their attempts to distinguish between “managers” and “leaders”.

Leadership thought: Where have we been and where are we now?

Leadership as a construct has been studied a lot over the years and this is evident in the proliferation of publications on the subject. The topic continues to receive a lot of attention, and apart from the fact that it is seen as a good source of
research income given the funding it attracts (as have argued), it can also be argued that this shows that it is a critical subject in organisational life.

Looking at the evolution of leadership thought, one can discern at least three phases that typify the different predominant views that have been held on the subject. These phases are: traits theory, behavioural theory and contingency theory. Later in this article, there will also be some short input on what appears to be a fourth phase of leadership theory.

**Traits theory**

Early research on leadership focused a lot on those traits, qualities or attributes that distinguished effective leaders from followers. The orientation was that if you displayed more of these traits, then you stood a better chance of succeeding as a leader. As Cook and Hunsaker (2001) describe this tradition, “leaders need to have the ‘right stuff’ and this stuff is not equally present in all people” (Cook and Hunsaker, 2001:493).

In fact, in the early years of this theory, there was also an assumption that these qualities were in-born, that you acquired them from birth and that if you did not have them, they could not be inculcated in you. A major focus was therefore on identifying those people who, because they “naturally” possessed these characteristics, were “born to be leaders” (see for instance, Horner, 1997).

Although the “traits phase” is labeled here as part of the early evolution of leadership theory, it should be pointed out that the idea of leadership qualities continues to be pursued today.

Many qualities continue to be identified, and it may not be far fetched to even suggest that there may be as many “qualities of an effective leader” as there are articles and books published about the subject.

Qualities identified include: credibility, drive, motivation, honesty and integrity. Most of the qualities (e.g. good health) are perhaps more of common sense and are applicable to any productive, valuable employee. Others are arguably ridiculous and have unsurprisingly generated conflicting results. For instance, Ivancevich et al (1994) report on 12 studies which sought to determine the importance of height as a leadership attribute. Nine out of the 12 concluded that leaders were taller than followers, whilst two concluded exactly the opposite.

Perhaps what can be seen as an extension of this “leadership qualities” orientation is what many authors are increasingly referring to as “leadership competencies” or “leadership skills”. For instance, Comma (2000) identifies 10 competencies required for the 21st Century leader. These include flexibility, technological adeptness, negotiation skills, and communication skills. In the same vein, Hitt (1993) specifies 25 competences that a “model” leader should have. The difference between competences, skills and attributes is not really interrogated so one cannot tell if the increasing use of “competence” really represents a conceptual shift.

**An employee-focused leader is mostly concerned with meeting the needs of the employees and being Considerate when dealing with them**

This is especially true because in their lists of leadership competences, some authors actually include what others list as leadership skills or attributes.

Trait theory has been criticised for some of its limitations. For instance, elsewhere, Ramaite (2002) points out that such approaches to leadership “often entail a fruitless dialogue on leadership attributes and skills”, and seek “to build super-individuals who embody a ‘shopping list’ of essential leadership attributes and skills” (Ramaite, 2002: 19).

Of course, there is merit in these criticisms. It is not only difficult to keep up with the never-ending proliferation of “leadership qualities” that author after author proclaim, but it also means that the longer the list, the less likely it is that anyone would ever really be a leader because it just becomes practically impossible to find all these qualities in one person.

Having said that, however, the critical contribution made by trait theories should not be undermined.

**Behavioural theory**

These models advanced the theory of leadership a bit further by focusing not just on the qualities a person has but on what the person actually does in a leadership context — in other words, how the person behaves as a leader. Although years of research have been invested in trying to understand leadership behaviour, two crude forms of behaviour are still discernable, namely, task-centred and employee-centred forms of leadership behaviour or style. Task-centred leaders are interested in task completion and thus often prefer close supervision to ensure that work gets done and results are achieved.

The preoccupation of the task-focused leader is with the tasks at hand.

An employee-focused leader, on the other hand, is mostly concerned with meeting the needs of the employees and being considerate when dealing with them, by so doing motivating them to reach higher states of performance and organisational goal achievement. As Ivancevich et al (1994) note, employee-focused leadership involves “showing empathy for worker needs and feelings, being supportive of group needs, establishing trusting relationships with workers, and allowing workers to participate in work-related decisions” (1994:392).

A lot of other typologies of leadership behaviour have emerged over the years, but most tend to gravitate around these two broad categories of task-focused versus employee-focused. The two styles of behaviour are meant to be a continuum, representing two extremes with the understanding that most leaders may not be completely task-focused or completely employee-focused.

Again, the “leadership styles” model...
helped to advance leadership theory to another level, creating an awareness that leadership is not just about the qualities you possess but also about what you do in practice and how you behave in situations of leadership. Studies thus shifted from an exclusive focus on what leaders possess to include the observation of leaders in action.

One of the main weaknesses of this model is that, just like the traits theory, it assumes that effective leadership has everything to do with the leader himself or herself. If the leader manifests the right behaviour, the right style, then that could be used to explain effectiveness. Ivancevich et al (1994), refer to studies that showed that leaders could not be consistently effective despite adopting either of the leadership styles.

This then began to raise questions about the limitations of the model, and whether it was really enough to explain leadership effectiveness simply through the style and behaviour of the leader. These kinds of concerns paved the way for the third phase in the evolution of leadership theory, namely contingency theories.

**Contingency theories**

Given the concerns raised with the first two models of leadership effectiveness, contingency theories seek to add a further dimension for consideration, namely, the situation within which leadership is exercised. The idea is not to write off leadership qualities and styles but to recognise that the environment also plays a critical role in whether leadership becomes effective or not. Effectiveness is thus contingent on a number of factors, and is informed by “the interaction between the leader’s traits, the leader’s behaviours, and the situation in which the leader exists” (Horner, 1997:271).

The significance of this development to leadership theory was that it began to promote an appreciation of the complexity of situations, raising for consideration the fact that what gets done and becomes effective in one situation may actually be disastrous in another situation. Other models have developed over time to propose different variables on which leadership effectiveness is contingent. For example, what has come to be commonly known as path-goal leadership theory also falls within this orientation.

The theory points out that the situation in which leadership takes place can be influenced by setting a clear path by which members can achieve both individual and organisational goals, and then providing individuals with incentives which they value. The basis of this model is premised on an analysis of the team members (or followers) and then establishing what motivates them. Indeed, a number of other contingency models actually draw from motivation theories, emphasising the importance of understanding “followers” as a key variable on which effectiveness is contingent. In these models, the major preoccupation is thus with “what is it that motivates followers to perform better”.

An effective leader is one that can better understand the followers’ sources of motivation and then create an environment in which those motivators are provided.

A critical dimension of transformational leadership is that the leaders themselves also transform in this process.

In fact Horner (1997) argues that most leadership theories (whether trait, behavioural or contingency) are based to a large extent on motivation theories. The concern is with the best ways of getting people motivated so that organisational goals can be achieved. If you come to think of it, this is true because the interest in leadership qualities, leadership styles and leadership situations is really about establishing effective ways through which people can be influenced to follow the direction provided by the leader, and to achieve the goals of the organisation. An effective leader is really one that manages to provide that influence.

Contingency theories remain a powerful framework for interrogating leadership as a construct. The issue really is that in broad terms it is useful to say different situations call for different leadership styles and qualities. However, the question is: how do you unpack a situation to understand that it is different; what factors do you look at and how do you begin to weigh the importance you attach to a factor relative to other factors?

**Current leadership theories**

Current theories build on the three typologies that have been presented above but also provide added dimensions and emphases. Perhaps one that has gained a lot of attention in recent years is the transaction/transformational leadership styles typology. The two categories of transactional and transformational leadership do relate to the previously described categories of task-focused and people-focused styles, although they bring with them new dimensions. Transactional leadership takes the leadership process as a transaction — whereby the “followers” buy into and follow the leader’s direction in exchange for certain rewards.

An effective leader is one that manages to “appeal to workers’ rational exchange motive” (Ivancevich et al.1994:400). This really draws from the motivation-based theories already referred to above. A new dimension however, is transformational leadership. A transformational leader aims for the core — to influence the values and belief-systems of the followers and by so doing influence their behaviour. They try to even influence the moral foundations of the followers and to reach for new levels of values and morality. As Politis explains, these leaders “seek to raise the consciousness of followers by appealing to higher ideals of moral values such as liberty, justice, equality, peace and humanitarianism” (Politis, 2002:188).

A critical dimension of transformational leadership is that the leaders...
themselves also transform in this process. In other words, the leader and the follower walk together as they advance these new heights of consciousness.

To be able to do this, transformational leaders create a vision and then mobilise commitment through their charisma and intellectual stimulation. What this means then is that with transformational leadership, the “leadership qualities” debate is resuscitated — you need, among others, to have charisma and to be intellectually stimulating.

Cook and Hunsaker (2001) refer to some studies where transformational leadership seems to have worked, but generally as Politis (2002) notes, this is seen as one typology that still needs to be researched a lot to determine the extent to which its claims of effectiveness are valid.

Another current development in leadership theory that is increasingly being argued for is spiritual leadership. This draws from transformational leadership but is premised on spirituality as a guiding force that should propel both leader and followers as they reach for new states of consciousness and observe some transcendental values.

What these theories are advancing is a focus not only on physical and personality qualities of leaders but on spiritual, moral and psychological ones as well. The problem, especially where issues of spirituality and morality are concerned, is that you are treading on a terrain that is highly contested.

The moment you bring up the subject of moral and spiritual values, you have to acknowledge that people have notable differences, based on family, cultural, religious, political and even personal backgrounds. Unfortunately, some of the authors who write in this tradition do not seem to acknowledge that.

For instance, Covey (2000), talking about what he calls “principled leadership”, argues that “such basic principles as fairness, service, equity, justice, integrity, honesty and trust, are self-evident, self-validating natural laws” (Covey. 2000: 4-5). Can you really say that these would be “self-evident self-validating” principles for all people in the team or organisation irrespective of their religious persuasion or personal moral foundations? But, even if they are shared by most, would their interpretation necessarily be the same regardless of the different moral foundations of the “followers”?.

The point here is that spiritual and moral leadership are an important development in leadership theory, but more work would need to be done to ensure that they do not degenerate into indoctrination.

Finally, an issue that is increasingly becoming critical is the recognition that leadership is not necessarily associated with positions that are high up in the organisation. People tend to play leadership roles even at lower levels. Indeed, Piasecka (2000) argues that this type of “everyday leadership” is what happens...
in practice in most organisations without people noticing.

The need exists, she argues, to talk about “leadership” and not “Leadership” — by this suggesting that leadership with a capital “L” is the scary one that “seems to be far beyond the reach of us mere mortals” (Piasecka, 2000:253). Leadership with the small “l” is the everyday leadership that we are unfortunately failing to acknowledge.

That said, the idea that you can lead from whichever level you are at should also be explored further to ensure that it does not degenerate into a patronising tendency which perpetuates unequal relations in organisations “encouraging people to be happy with their “small world” of leadership in their lower position because we are all leaders after all”.

These new developments have added new insights to the study of effective leadership. They raise at least two important considerations:

Firstly, consideration should be given to the issue of “leadership” as a collective process. The provision of leadership involves a range of skills and styles interacting with a range of environments that differ in both complexity and contextual realities.

Given this consideration, the issue should not be about being a super-person who satisfies every qualification of effective leadership identified by researchers.

This is not only unrealistic but is also not feasible. The issue would be to enhance capacities to leverage appropriate input from others, thus creating a critical mass of actors and resources to lead. So the emphasis here is not so much on the “leader” but on “leadership”.

Traditional management theory would probably discount this and regard it as an abdication of responsibility, but that would not be true.

Secondly, it would be important to consider leadership as a role not as a position. It is unlikely to find someone who is employed to be a “leader” in a government department or service delivery institution such as a hospital, school or prison.

What you will find instead are people who are primarily employed as managers, supervisors, or specialists but who then have a leadership role to play as well.

Most literature on leadership always finds it necessary to distinguish between “managers” and “leaders”. It is not clear why they deem it important to distinguish between the two, but by and large this distinction does not appear to be useful. For example, consider the following:

Managers are peacemakers whilst leaders are pacemakers; managers administer whilst leaders innovate; managers depend on systems whilst leaders depend on people (Gerber, et al. 1987); or the following:

Managers focus on planning and budgeting whilst leaders set a direction and create a vision; managers organise and assign people to implement the plan whilst leaders align people to the vision; managers control and solve problems whilst leaders motivate people. (Cook and Hunsaker. 2001) and, of course, “Managers do things right, leaders do the right things” (Cook and Hunsaker. 2001:492).

The issue is, outside the realms of scholarly elegance and of playing with words that rhyme such as “peacemaker” and “pacemaker”, how useful are these distinctions in practice? Which manager can argue with a straight face that s/he relies on systems and not on people, or that his/her concern is with getting things done right and not getting the right things done?

Distinctions of this nature may not be that useful in practice. Perhaps the differences between managers and leaders are actually much more profound, but literature certainly does not seem to project the profoundness that well.

Conclusion

Organisations are advancing in complexity, with an increasing number of factors impacting on them. Teams are working in dispersed environments where communication does not always require geographical proximity, and this raises challenges for leadership. Indeed, the issue of “virtual leadership” is increasingly becoming a reality to deal with and teams may have to work with little human contact and being far apart. Leadership thought will need to be practical and relevant to help address these challenges. Seductive but empty slogans will not add much value in this process.

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Performance Improvement

“What can we do More, Better or Differently to Improve our Services”

Bill Sewell, Director of Anchor International Management Services and represents Partners in Change (a leading American performance improvement consultancy) in Southern Africa, sensitises service providers to some tools they should use to make an impact in enhancing service delivery in the public sector.
Those of us who serve the people of South Africa in delivering services through public sector agencies and state corporations have a special challenge and accountability. Our challenge is to make Batho Pele a reality for our customers and our communities so that our transformation, development and cost-effectiveness make a real difference to the lives of ordinary South Africans.

In our country since 1994, and internationally in many other countries, “performance improvement” initiatives have made a difference to public service delivery and a better life for citizens. So let’s have a look at:

- what is meant by “performance improvement”;
- some useful tools and processes in planning and implementing performance improvement programmes; and
- some recent initiatives to improve performance in public sector service delivery, in South Africa and elsewhere.

What is “performance improvement”?

These four phases of “performance management” are common to all organisations, and represent the journey from awareness and performance measurement, to the cost-effective development of optimal performance.

In our experience most organisations are caught up in Phases 1 or 2, but the real cost-benefits of performance improvement happen in Phases 3 and 4!

How can we start a performance improvement programme?

To start with, it is always wise to do a practical G-A-P-S analysis, to identify performance problems and agree how to achieve your Batho Pele service stan-
The four steps to follow are:

• Go for the “shoulds” — Describe what performance standards, results or outcomes should be achieved in your project or department.

• Analyse the “is” — Then describe what is actually happening in terms of the results or problems that you can identify.

• Pinpoint the “causes” — Now have a careful look at what could possibly be causing the poor performance or service delivery problem (... and we will illustrate another useful tool, in the next paragraph).

• Select the best “solutions” — Once you have pinpointed the causes properly, it will be quite easy to select the best solutions (NB: there is seldom just one solution), then you and your team can map out an action plan to improve performance in a realistic time frame.

What kind of tools or methods can we use to improve our public service delivery?

Of course, the specific performance improvement tools will depend on the nature of your role in public service delivery, the capacity of your people and the resources that you have in your work environment.

The key question that we always need to ask ourselves (once we have identified the performance gaps) is: “What can we do more, better or differently, to deliver good quality services?”

What we and our international associates have learned over the years is that there are almost always three different angles that must be considered in pinpointing performance causes and selecting the best solutions. These are shown in the diagram at right, which our American friends call “the Gap Zapper”. To achieve successful on-the-job performance, it is essential that we always think about the real causes of the performance problem, and choose tools or methods which will enable you or your team to make a difference, by “Zapping the Performance Gaps”.

As you can see in our “Gap Zapper” approach, performance improvement could depend on changing the factors external to your organisation, or they could be internal, such as work environment needs, resources or work systems; or finally they could be internal to the people in your department ... their competencies, capability and motivation to succeed. Usually, performance can be improved through a combination of these external and internal factors.

Give us some examples of South African performance improvement initiatives or partnerships that have improved public service delivery?

In South Africa, there have been several exciting performance improvement projects in our public service during the past few years, particularly guided and inspired by the White Paper on the Transformation of the Public Service; and also the Batho Pele/People First White Paper which has focused all of us on the needs and priorities of the communities that we are striving to serve, and how best to improve our performance to meet people’s needs.

Several ministers and DGs have initiated creative, cost-effective projects to improve performance. Many of these have been recognised and publicised through the Impumelo Innovation Awards and other similar programmes. Right now, the Centre for Public Service Innovation (CPSI) is gearing up to highlight and cross-fertilise innovative performance improvement work in our public sector, and the Public Service Commission has also initiated a thorough review of our performance management systems and performance improvement initiatives, to check that they are beginning to equip us to provide good quality, affordable services to our people.

SAMDI is also beginning to build performance improvement capacity into its technical and managerial training programmes, so that we can all share in the knowledge and skills that have been learned during the past few years.

... and some examples from other countries’ public service delivery?

Many other developing and developed countries have implemented performance improvement programmes, usually underpinned by consultation with communities to agree on service standards or “performance indicators”, such as:

• cost, e.g. annual cost of educating a child at school;

• time targets, e.g. length of time to process an application;

• quality of service, e.g. level of consumer satisfaction;

• availability, e.g. extent to which a service is provided; and

• productivity, e.g. staff/client rations.

At a recent international conference which we attended, the Director of the British Civil Service College (Centre for Management and Policy Studies) gave a useful insight into the four main thrusts which the UK public service is focusing on, forming public/private partnerships and setting clear performance objectives for the political and professional leadership.

The Organisation for Economic Co-operation and Development (OECD) has produced a very useful study called “In Search of Results”, highlighting how performance governance as a key part of public sector reform has been implemented in several countries.

The OECD report indicates that
there is not always “one best way” to improve people performance. In fact, there are different objectives and approaches, different ways of setting and measuring performance required by the communities, and different ways of developing the skills, resource coordination, feedback and recognition that motivates people to achieve better results.

In the United States, the International Society for Performance Improvement (ISPI) has brought together people and projects from public service delivery agencies throughout the world, to highlight just how much has already been done in sectors such as: reproductive health, family planning, the coast guard, and trade and industry support services.

Some useful internet websites with information on public sector performance improvement work are shown at the end of this article.

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**So where do I look, in my own department or agency, for performance improvement opportunities?**

Are you and your colleagues eager to improve service delivery and performance in your ministry or department? If the answer is in the affirmative, great! The best place to start is always to check with your senior leadership on strategic objectives or performance improvement areas that have been identified already, in the spirit of Batho Pele.

If you have identified a performance improvement issue that you feel sure will be beneficial to the communities you serve, why not get together with your colleagues and prepare a G-A-P-S proposal and submit it to the management whose support and approval you will need? Use the “Gap Zapper” approach to highlight what changes and performance improvement steps may need to be taken so that your ideas are clear, concise, costed and co-ordinated with the strategic goals of your ministry or province, as well as your Batho Pele priorities.

Who knows? Maybe we will see your department highlighted for its sustainable, innovative performance improvement work, in 2003? The people of South Africa need people like you — committed to performance improvement and world class service delivery.

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**Some useful performance improvement websites for more information:**

- International Society for Performance Improvement: www.ispi.org
- Partners in Change USA: www.partners-in-change.com
- Centre for Public Service Innovation, Pretoria: www.cpsi.co.za
- South African Excellence Foundation: www.saef.co.za
- Impumelelo Innovation Awards, Cape Town: www.impumelelo.org.za
- Primary Health Care: www.prime2.org/sta
- US Coast Guard Performance Technology Center: www.uscg.mil/tyorktown/ptc/index.htm
- The Development Gateway: www.developmentgateway.org
- Ireland Government Performance Improvement: www.bettergov.ie

Impumelelo is a registered Master HR Practitioner and Mentor with the SA Board for Personnel Practice, a member of the Black Management Forum and the International Society for Performance Improvement. Bill has been a management development and performance improvement consultant for the past 15 years. His practical experience in public sector performance evaluation and improvement includes strategic and operational work in all three spheres of governance, as well as with parastatals and non-profit service organisations.
Health Care
Towards the Need for Intervention and Balance

Solomon Mogaladi, of the DPSA’s Government Internal Consulting Service, assesses the public health care system in South Africa, paying particular attention to the plight of district and regional hospitals.
This article is intended to bring out some of the typical problems facing South Africa’s public hospitals especially those in the districts and regions. The exclusion of provincial hospitals is informed by the fact that they have been getting grants aimed at helping them to fund the operational costs of tertiary services they provide as well as building specialist service capacity in the provinces. These conditional grants complimented allocations from provincial equitable shares and the revenue generated by the institutions themselves.

Government commitment to effective service delivery across the board has helped uncover numerous problems that have been ignored for some time. In key service delivery areas such as health, some leapfrogging had to occur to ensure that while attempts were being made to determine the causes of poor service delivery, equal attention was paid to the continuation of services.

This approach to public service delivery is commendable as it erodes the culture of excuses, which often times compromises government’s strategic objectives on service delivery.

**The health care system and the strategic role of hospitals**

South Africa has a multi-level health care delivery system starting from a district health system focussing on the provision of primary services and ending with a provincial system delivering tertiary services.

Hospitals serve as nerve centres to the health care system throughout the various levels.

The Primary Health Care system, which deals with clinics, would not be able to function effectively without the support of the hospitals to which they refer patients.

It is for this reason that when clinics do not function properly due, in part, to lack of sufficient resources e.g. doctors, drugs etc. the impact is felt also at recipients hospitals.

The situation becomes worse when the referral system is not effective such as in cases where records are not properly kept resulting in poor patient administration.

**Other challenges**

There are material imbalances in the distribution of hospital beds. Some regional hospitals have a lesser number of beds compared to district hospitals. This has resulted in abnormally high bed occupancy rates. An assessment carried out in one hospital discovered that some patients are required to sleep on floors and in treatment rooms especially when beds are fully occupied.

Faced with problems like a huge influx of patients and shortage of staff, institutions have invariably found themselves in situations where they had to arbitrarily compromise proper health care by deciding to release patients for home-based care earlier than necessary. Sometimes such decisions have been influenced by the socio-economic status of patients with the results that preference went to those patients capable of paying for the services.

**Cash flow management is weak in many institutions**

Many district and regional hospitals are old, semi-derelict and in a state of near collapse, almost sounding an alarm for helmets to those who visit and work in them — a testimony to many years of neglect. That there has been no culture of preventative maintenance has resulted in huge budgets going into maintenance throughout years instead of key service delivery areas.

The process of procurement of maintenance services itself takes time, in one hospital it was found that it usually takes approximately 45 days for an item to get repaired by an external service provider. Due to shortage of maintenance parts and materials, hospital workshop staff could not even carry the smallest of maintenance and repair work.

Many buildings are also poorly designed, contributing to poor patient care and high reconstruction costs.

Food and service standards in hospitals have dropped alarmingly. In some hospitals catering staff is less than half the approved establishment, and there are no dieticians whatsoever. There are cases where no Service Level Agreements exist for outsourced catering services. Where these are in existence, there are cases of incapacity with regard to contract management.

Access to hospital care, especially in rural and semi-rural areas, remains inadequate because of geographical and financial barriers. Bias tendencies in favour of those who are likely to pay their accounts have deepened the divide between the poor, the poorer and the poorest of the poor.

The nature of the institution often reflects the make-up of society that it serves. For example, better hospitals are found in those communities that show some degree of affordability and vice-versa.

Linked to the preceding problem, many hospitals are unable to deal with debts owed by patients. Among others, this problem is caused by the fact that hospitals are not encouraged to follow up on outstanding debts, as the money collected has to be transferred to the provincial fiscus.

Where attempts have been made to employ the services of debt collectors for revenue collection, economies of scale have been found to be less prudent in that in some instances the contract values far exceeded the amount of money eventually collected. Bad debts written off and the overpopulation of suspense accounts with outstanding debts have come to characterise the accounting systems of many hospitals.

Cash flow management is also weak in many institutions. In most hospitals it is done manually. The person who collects payment from patients is the same one who issues receipts, reconciles, updates cash register and does banking, something which compromises checks and balances and is prone to the mismanagement of finances.

Many hospitals continue to report a shortage of specialised staff, especially doctors, pharmacists and managers. A closer look indicates a huge gap between the actual number of posts that are currently filled and the recommended posts.
that have to be filled to enable the institutions to function effectively.

In one Eastern Cape hospital there were only 10 doctors out of an approved need for 23 doctors. Some medical superintendents have reported lack of interest in management roles. Besides, the uncompensated use of public facilities by doctors for private consultation has also put a strain on public facilities. In hospitals where this problem occurs such doctors have often neglected other patients despite getting their salaries.

Lack of knowledge of change management to support innovation is also responsible for putting some institutions in a permanent paralysis mode.

The uncompensated use of public facilities by doctors for private consultation has also put a strain on public facilities. In hospitals where this problem occurs such doctors have often neglected other patients despite getting their salaries.

The Aids epidemic has put a sufficient number of hospitals under stress. In areas where rates of infection are high, hospitals have not been able to cope largely due to shortage of staff, especially nurses. This problem is exacerbated by a wave of resignations by nurses hoping for better salaries in outside countries such as the UK, Saudi Arabia and Dubai.

Many public hospitals are notorious for long queues, negative relations with patients and poor service standards. Batho Pele, though understood for what it seeks to achieve — namely, a people-centred approach to public service delivery — remains almost a myth. This could be attributed to a variety of factors such as those mentioned before, viz. shortage of staff, the notoriously long bureaucratic administration processes in provisioning, over-utilisation of existing facilities, etc.

Management systems in hospitals are not robust and remain inadequate. In most of them there are no human resources and performance management plans.

There is a lot of dependence on manual systems that are not reliable to inform proper management decisions. This is particularly common in the area of cash management, leave administration, and patient administration. IT-based management systems are either non-existent within the context of lack of resources or are resisted.

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- Incentivising the collection of revenue by allowing institutions to keep part of the revenue collected. This would enable institutions to have extra cash for other service delivery needs.

- Leasing out certain facilities to academic doctors for private consultations. Again the injection of extra revenue would assist hospitals in meeting some service delivery demands that could otherwise not have been met through equitable share of the provincial budget

- Hospital rehabilitation programs. Though such programmes have been applied to provincial and central hospitals, efforts have been made to secure additional funding from the donor community to cover district and regional hospitals.

- Review of the remuneration dispensation of medical specialists to attract and retain them in the public service. The Department of Health, with the assistance of the DPSA, is currently reviewing the remuneration of the medical professionals. It is planned that implementation will kick off in the second half of this year.

Recommendations and conclusions

What is needed in the medium to long term are provincial and national efforts to build on the achievements that have been attained through the implementation of existing interventions. There is a need for the whole of the health care system to be harmonised to achieve balance in the allocation of resources, be they financial, physical or human.

Sources
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Manqoba Bhengu reports on the National Conference on Integrated youth development which was held in early March where people from different sectors shared their thoughts on how best to combat, mainly, the scourge of Aids and rising unemployment figures.
The National conference on Integrated Youth Development took place earlier this year. Hosted by a network of seven national organisations, the conference was held over a period of two days from the 5–6 March.

This conglomerate of national organisations, often called the YDN, has in common a strong commitment towards Integrated Youth Development (IYD) issues. It includes the Joint Enrichment Project (JEP), Southern African Association of Youth Clubs (SAAYC), School Leavers Opportunity Training (SLOT), Junior Achievement South Africa (JASA), and the Establishment for Comprehensive Youth Development (ECYD).

The list of contributors included the Nelson Mandela Children’s Fund, Umsobomvu Youth Fund, the Royal Netherlands Embassy, SABC Education, the Centre for Study of Violence and Reconciliation, the Planned Parenthood Association of South Africa and the National Youth Commission. Government was represented by the Department of Labour and other departments.

There were many other representatives from organisations all over the country.

‘Youth’ and Integrated Youth Development

According to the National Youth Policy, youth is defined as women and men aged between 14 and 35 years. Integrated Youth Development deals with a whole range of youth development practices that are collectively aimed at achieving integrated and sustainable development of young people. It promotes a holistic approach towards youth development through long-term programmes with a permanent and positive impact on the lives of the youth.

Integrated Youth Development also focuses on people’s strengths and it highlights issues that are of paramount importance in the lives of young people. These include among others the high unemployment rate, HIV/AIDS and the prevalence of teenage pregnancies.

Any attempt to effectively address these issues requires a collective effort, that is, an integrated approach involving youth organisations, government and other role players.

Exploring Integrated Youth Development

Lately, it is becoming clear that any attempt towards tackling youth problems requires an integrated and holistic approach. Teenage pregnancy, for instance, cannot be dealt with in isolation from other pertinent issues such as HIV/AIDS, sexual harassment of women, etc.

Dialogue is often essential between youth and adult groups, specifically where an interface exists in terms of the needs and problems being addressed

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Lebogang Ramafoko from the SABC education department made some startling revelations. "The only reason why the SABC is having re-runs of certain programmes is because of the lack of funding from corporate South Africa. The SABC almost functions solely on government grants. Ever since the dawn of the new democratic dispensation most of the funders of the SABC, most of whom were white rich and successful businessmen, stopped funding because the SABC was in the hands of blacks," he said. These people have taken their business elsewhere to profit-making organisations.

As a result of these challenges, youth organisations have had to think more creatively about their initiatives, working on new ways of improving their programmes to ensure sustainability. They had to monitor their programmes constantly to see whether their aims, objectives, and implementation are still in line with the needs of the particular community.

What is it that funders look for in a programme?

Firstly funding is an expensive exercise. It is also very intensive thus requiring a lot of commitment and dedication. As regards certain programmes, funders are often put off by lengthy, protracted processes that might not even achieve the designated end goals or target. Most sponsors prefer short-term, easily measured successes.

In addition, as it is often difficult to measure the success of a programme and its ultimate benefits to the funder, some sponsors would rather be associated with successful programmes. Thus newer and smaller organisations are disadvantaged as a result of this “benefit by association” tendency of sponsors/providers.

Programmes that are sustainable and lead to the creation of jobs are hard to come by. Despite the cost implications there are funders out there who wish to involve themselves in partnerships with various youth organisations, but are
unable because of poor planning and end results. In addition, there are many fly-by-night youth programmes that dissolve soon after they have started because they do not have clear objectives and plans. As a result funders are very cautious in providing financial means to these types of organisations.

What was also discussed at great length was the question of accountability amongst youth groups. Funders would like to know exactly where the money is being channelled. For example when a funded organisation is organising a workshop they should keep receipts of the costs incurred and should give feedback as to how the workshop was conducted and if it proved to be a success. Partnerships with the private sector and other NGOs and government are essential for youth development programmes. Programmes that are recognised by government are more likely to get support from other sectors and forming partnerships also often enhances chances of getting funding.

Exploring IYD at different levels – implementation

i) Programmes
Participatory learning methodology is about going to live in a particular community in order to get to know the specific needs of that community. Consultations with the communities, from leaders downwards will also help in making programmes more focused on the actual needs of a community taking into consideration that programme can successfully address the divergent needs of all communities.

ii) Curriculum
Programmes should be flexible and sensitive enough to accommodate both males and females and their respective needs. At the same time they should remain committed to their aims. Outside input should not be ignored as they might be of assistance in the ever-changing needs.

Curricula should be linked to a certain standard or accreditation. This is needed so that programmes can be judged according to national standards. Lastly, each programme should have linked to it, its own set of standards.

iii) Organisational
At an organisational level it is necessary to look at the internal and external environments. People must be open to change. This is especially true for programmes that have been operating for long periods. What might have worked three to four years ago might not be ideal because of the changing needs and, of course, globalisation.

Accreditation

There is a difference between registered and accredited organisations. Most NGOs are registered with the ETPDC-SETA. Who an organisation is accredited by/depends on the service it provides. A question that often arises is whether there is a real need for service providers to be accredited. The answer would be yes if they would like to become a legitimate and recognised service provider.

Conferences on youth should be held frequently

It is of paramount importance that youth programmes are accredited to a set standard in order to gauge successes and failures of the programme. This will also assist in determining how affective the programme is compared to other similar or related programmes.

Dept of Labour Submission – Josie Lachuette

In her presentation, Josie Lachuette identified two areas of concentration with regards to how the Department of Labour and government in general is dealing with the problem of escalating unemployment especially amongst the youth.

First of all, there is the Social Development Fund (SDF), which gets funding from National Skills Fund (NSF), whose short-term benefits deal with unemployment.

The second involves government’s promotion of learnerships. The main aim of learnerships is to enhance people’s employability and is targeted at people aged 30 years and younger. Learnerships was formed as a result of the National Skills Development Strategy (NSDS), whose mission is to equip South Africans with skills to succeed.

The Labour Minister, Mr Membathisi Mdladlana, launched the NSDS in February 2001. It was formed as result of the Skills Development Act of 1998 and the Skills Development Levy Act of 1999. Funding was arranged in the form of the Levy Grant System and the NSF.

Currently, there is a total of 25 SETAs dealing with various issues of training and it is the government target to have produced at least 80 000 jobs through learnerships by 2005.

“We are aware that this is not sufficient but we feel in government that it is a move in the right direction towards cutting down the unemployment rate. This will have a domino effect in terms of providing poverty relief, cutting down on crime and having a positive impact on the economy amongst other things,” said Lachuette.

Conclusion – Were objectives of conference achieved?

The main objective of the conference on Integrated Youth Development, which was to increase awareness, was certainly achieved. It was a very informative and fruitful experience.

It would have been great to focus on certain submissions at greater length, for example the Department of Labour submission; to get know more about what works and what might not work for certain organisations. Conferences of this sort should be held more often, as various groups learn a great deal from each other.

It fosters a better understanding amongst various organisations, funders and government, and their respective standing on certain aspects related to youth development.
By all indications, interest rates are expected to ease this year, perhaps as early as June. But you will be forgiven for wondering aloud, just what does this mean for the average person and what should they be doing with their finances?

“Changes in the local and global economy affect people in different ways,” says Lebo Monyatsi of Old Mutual Personal Financial Advice. “For instance, interest rate cuts are not always as beneficial as one might expect.

“If you have paid off your home loan and have savings in the bank or in a money market, your deposit rate could decline with falling interest rates,” she says.

“Generally speaking, interest rate decreases are good news if you have borrowed money,” she says, “However, the reverse is generally true if you depend on income from your interest bearing investments.”

Monyatsi says a slow-down in inflation, which can be defined as the persistent rise in the general level of prices, is good for consumers. Inflation has slowed from 12.7% in November last year to 11.3% in March. Some of the factors causing inflation to slow were lower food prices and the stronger rand.

“With inflation and interest rates predicted to decrease this year, it doesn’t make sense for borrowers to lock themselves into a fixed rate,” says Monyatsi, “rather, one should opt for a floating rate which moves up and down in line with the prime lending rate. However, this is a personal choice and borrowers may choose to opt for the security of knowing that no matter what happens, they can budget for a fixed bond/mortgage payment for say a year.”

Monyatsi says if you have a home loan, the anticipated interest rate cut will work in your favour. In essence, the rate cut will mean you can reduce the term of your loan even though your bond payments are kept constant.

“In order to adapt to changing conditions, one should revisit one’s financial plan whenever there is a change in the economic environment and in your personal circumstances,” says Monyatsi, who emphasises that one’s financial planning should be continuous.

In addition, Monyatsi cautions people against underestimating the effect of SA inflation, which is still high by US and European standards, on one’s retirement savings. She says one should consult a reputable financial planner who will be able to recommend investment options and products to counter the effects of inflation.
Bringing out the Best in People: How to apply the amazing power of positive reinforcement

By Aubrey Daniels

Reviewed by Paul Jones

A one-line summary of Daniels’ view of management might read “The best way to run an organisation is also the best way to treat people”.

Daniels sees a job as a series of behaviours and “by adding positive reinforcement to these behaviours you improve performance while making people feel better about their work” (p222). OK, nothing terribly new here. But where Daniels helps is with the way he describes the need for continuous reinforcement, and the precision necessary if you want positive reinforcement to make a difference in a way that helps people onto a rising performance curve in a way that endures.

Daniels maintains that people mostly don’t do what managers tell them to do. Behavioural antecedents such as commands have a very short term effect. Consequences count much more for influencing behaviour in the medium/long term. Negative consequences will, at best, bring people up to a minimum level of expected performance. The most effective way to keep lifting performance beyond the minimum is to keep positively reinforcing the right behaviours. Positive reinforcement allows managers and staff to capture discretionary effort.

His guidelines for managers interested in effective behavioural reinforcement (p108) are:

1. Pinpoint the behaviours that need to be reinforced, through observation.
2. Measure the behavioural changes. Ensure measurement is used to enable people to do better, rather than being used to identify poor performance.
3. Provide feedback and reinforcement to staff.
4. Evaluate the effects of your performance management intervention.

Guidelines for reward/recognition (p162):

• positive reinforcement may be defined as “any consequence that follows a behaviour and increases its frequency in the future”.
• positive reinforcement must be a daily affair.
• reward/recognition must be earned.
• recognition must have personal value.
• any delay between the behaviour and the reward/recognition must be bridged - the longer the gap the more (exponentially) difficult the bridge.
• presentation of an incentive should be preceded by a celebration.
• money is not the best incentive.

Celebrating achievements through occasions to relive accomplishments:

• get together and share all the things that were done to meet or exceed some goal.
• the key is for the achiever to tell the story of what was done and how it was done (acceptable bragging) and perhaps thank others who helped.
• prompting dialogue might include “How did you do that? What did you do? How did you figure it out? Who helped you? How hard was it?”
• tangible rewards are optional, but when used the purpose should be to anchor the memory.
He makes an interesting point about teamwork. To Daniels, the most important feature of teams is that “every team member is a potential source of positive reinforcement for every other team member. Peers exert tremendous influence on the behaviour of peers, for better or worse. Team members have more contact with each other than do their managers, so reinforcement can be more frequent and, since they are together while the work is occurring, reinforcement is likely to be immediate.” (p137).

1 Daniels, A., (1999), Bringing out the best in people: How to apply the amazing power of positive reinforcement, published by McGraw-Hill.
2 Comment attributed to Sherman Roberts, Harvard University.
Everyday Negotiation

By Deborah M Kolb Ph.D and Judith Williams Ph.D

In any negotiation there is a shadow negotiation taking place. The shadow negotiation parallels the negotiation over issues and can have as much, if not more, impact on the eventual outcome as the participants’ specific interests. Whereas popular advice focuses on the “what” of negotiation, shadow negotiation illuminates the “how”: how bargainers treat each other, whether they will be adversarial or cooperative, whose voice counts, and the level of candor or openness.

All bargainers must manage the shadow negotiation if they want to have their issues heard and to understand the other person’s concerns. Negotiation happens between people — regardless of gender, ethnicity or status. Bargainers do not just deal issues; they deal with each other. Negotiations are not purely rational exercises in the pursuit of self-interest or the development of creative trades. They are more akin to conversations that are carried out simultaneously on two levels.

The shadow negotiation is no place to be a passive observer. Slight changes in positioning can cause a major shift in the dynamics within the shadow negotiation. To have a credible voice on the issues, you must create the conditions for that voice to be heard. At the same time you must make room for the other person’s voice.

To hold your own in the shadow negotiation, you don’t need to be tough or aggressive. You do need however, to get in a good position to advocate for your interests. To find common ground, you have to work together, not against each other. This is where the skills of connection come into play. Advocacy and connection go hand in hand in successful negotiation, and you establish the terms of both in the shadow negotiation. Using strategic moves and turns, you create your space in the conversation. Negotiation ceases to be simply a platform for making good trades. It becomes a place where learning actually takes place, and the participants carry that greater understanding forward.

The Leader’s Window

By John DW Beck and Neil M Yeager

The Leader’s Window provides you with a methodology for using your actions as a leader in a focused and purposeful way. It is a guide for promoting teamwork that maximises the potential of every individual while fully utilising the power that can come from getting a group of people to work together to achieve a shared mission. In order to understand the secrets of The Leader’s Window, the authors teach a system called The Leadership 4 System (L4). This is a highly refined approach to using the right leadership styles at the right times in a way that leads to high-performance teamwork. Your selection of a particular style should always be based on your understanding of the needs of both individuals and groups. Every leadership situation will confront you with a new set of circumstances, and each of the four windows in The Leader’s Window will give you a set of options. The challenge is to use a different mix of all four styles in every situation.

The four approaches to leadership in The Leader’s Window are defined in terms of the two basic tools the leader uses when interacting with other people. These are direction and support. To fully understand the four leadership styles, you also have to consider the key behaviours that put direction and support into action. This means looking at the ways you go about making decisions, your preferred modes of communication, and the types of behaviour you tend to recognize and reward in the people you surround yourself with. As a result you will be able to lead individuals on the team in unique ways according to who they are and what they are being asked to do, while at the same time responding to team dynamics.
A couple goes on vacation to a fishing resort in northern Minnesota. The husband likes to fish at the crack of dawn. The wife likes to read. One morning the husband returns after several hours of fishing and decides to take a nap. Although not familiar with the lake, the wife decides to take the boat out. She motors out a short distance, anchors, and continues to read her book. Along comes a game warden in his boat. He pulls up alongside the woman and says, “Good morning Ma’am. What are you doing?”

“Reading a book,” she replies, (thinking “isn’t that obvious?”) “You’re in a restricted fishing area,” he informs her.

“I’m sorry officer, but I’m not fishing, I’m reading.”

“Yes, but you have all the equipment. I’ll have to take you in and write you up.”

“If you do that, I’ll have to charge you with sexual assault,” says the woman.

“But I haven’t even touched you,” says the game warden.

“That’s true, but you have all the equipment.”

MORAL: Never argue with a woman who reads. It’s likely she can also think.

Intelligent President
An aircraft is about to crash. There are five passengers on board, but unfortunately only four parachutes. The first passenger says, “I’m Shaquille O’Neill, the best NBA basketball player. The Lakers need me; it would be unfair to them if I died.” So he takes the first parachute and jumps.

The second passenger, Hillary Clinton, says, “I am the wife of the former President of the United States. I am also the most dedicated woman in the world, a Senator in New York and America’s potential future President. She takes one of the parachutes and jumps.

The third passenger, George W Bush, says, “I am the President of the United States of America. I have a huge responsibility in world politics. And apart from that, I am the most intelligent President in the history of the country and I have a responsibility to my people not to die.” So he takes a parachute and jumps.

The fourth passenger, the Pope, says to the fifth passenger, a 10-year-old schoolboy “I am already old. I have already lived my life, as a good person and a priest I will give you the last parachute”.

The boy replies “No problem, there is also a parachute for you. America’s most intelligent President has taken my schoolbag ...”

Motherhood Reclassified
A woman named Emily renewing her driver’s license at the County Clerk’s office was asked by the woman recorder to state her occupation. She hesitated, uncertain how to classify herself. “What I mean is,” explained the recorder, “do you have a job, or are you just a ...?” “Of course I have a job,” snapped Emily. “I’m a mother.” “We don’t list ‘mother’ as an occupation... ‘housewife’ covers it,” said the recorder emphatically.

I forgot all about her story until one day I found myself in the same situation, this time at our own Town Hall. The clerk was obviously a career woman, poised, efficient, and possessed of a high sounding title like, “Official Interrogator” or “Town Registrar.” “What is your occupation?” she probed. What made me say it, I do not know ... The words simply popped out. “I’m a Research Associate in the field of Child Development and Human Relations.” The clerk paused, ball-point pen frozen in midair, and looked up as though she had not heard right. I repeated the title slowly, emphasising the most significant words. Then I stared with wonder as my pronunciation was written in bold, black ink on the official questionnaire.

“Might I ask,” said the clerk with new interest, “just what you do in your field?” Coolly, without any trace of fluster in my voice, I heard myself reply, “I have a continuing programme of research, (what mother doesn’t), in the laboratory and in the field, (normally I would have said indoors and out). I’m working for my Masters, (the whole darned family), and already have four credits, (all daughters). Of course, the job is one of the most demanding in the humanities, (any mother care to disagree?) and I often work 14 hours a day, (24 is more like it). There was an increasing note of respect in the clerk’s voice as she completed the form, stood up, and personally ushered me to the door. As I drove into our driveway, buoyed up by my glamorous new career, I was greeted by my lab assistants — ages 13, seven, and three. Upstairs I could hear our new experimental model, (a six-month-old baby), in the child-development programme, testing out a new vocal pattern. I felt triumphant! I had scored a beat on bureaucracy! And I had gone on the official records as someone more distinguished and indispensable to mankind than “just another mother”.

Motherhood ... What a glorious career! Especially when there’s a title on the door. Does this make grandmothers “Senior Research Associates in the field of Child Development and Human Relations” and great grandmothers Executive Senior Research Associates”? I think so!!! I also think it makes Aunts “Associate Research Assistants”.

“It’s a poor sort of memory that only works backwards.” — Lewis Carroll (1832-1898)
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