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It’s all about **growing up, collaborative action and excellent leadership**

This, Volume 7, No. 3 of 2010, is the 21st edition of the *Service Delivery Review* (SDR). Yes, indeed, with this edition, the SDR is coming of age and ready to reflect something new, to change direction and tell the story of a public service that has also come of age.

At first, I felt that this edition was still just more of the same. Past editions dealt with issues about the implementation and revitalisation of the Batho Pele principles; the improvement of service delivery, especially in the health sector; corruption; leadership and management; coordinated service delivery and an integrated public service. You will stumble across reflections about and references to very much the same issues in this edition. In desperation, you may feel like asking the question whether we are going to remain stuck forever in academic discourse about semantics and ideologies and continue to spend endless hours on devising new plans to address these and other issues. Like I did at first glance, you may even feel like sitting back and agreeing with the sentiments of a previous editor, Mr Fred Khumalo, in Volume 1, No. 2 of 2002: “... one thing that amuses me to no end is how government types can get carried away with concepts. At least I am not alone in this belief. Gauteng Department of Education CEO, Mallele Petje, is in my corner in his article on Page 8 [of that edition] where he appeals to educationists – and other government bureaucrats – to go easy on conceptualising and get on with the job.”

Yet, look again. I did and, thank goodness, found what I was hoping for. Minister Baloyi has now joined Fred’s corner! And so has Mr Herbert Maserumule. According to the Minister, we have now spent enough time on learning and sharing experiences and benchmarking and domesticating – the “time has come for us to deal with issues related to the impact of the implementation of the Batho Pele principles”. Mr Herbert Maserumule states unequivocally: “The policy decision [on a single public service] has already been made. The question that now confronts us is how to gear ourselves up for the realisation of its objectives.”

With these statements, both the Minister and Mr Maserumule are supporting the underlying theme of President Jacob Zuma’s State of the Nation Address on 11 February 2010: “This year, 2010, shall be a year of action”, which means that our President is another member of Fred’s corner!

So, there you have it, Fred. No more conceptualising. The words that I am hearing are **gearing ourselves up, implementation, action and impact!** That implies a grown-up public service, a public service at last prepared and willing to carry out its mandate like an adult way past its teething years.

Admittedly, the task of action is enormous and difficult. That is why all spheres of government must work together. They need one another to change words into action. Pulling in different directions or competition cannot be tolerated. There must be no us and them, no passing the buck, no excuses. That would be approaching the adult task of action like children at play. In this regard, the importance of and need for excellent leadership among politicians and within the Public Service cannot be overemphasised. Our leaders ought not to be distracted by the trappings of leadership. They ought to forget about position. They ought to remember that leadership is action.

They ought to remember the words of Mark Sanborn in *Leadership Now*: “The distance between beloved leader and despised failure is shorter than we think.”

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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.

We belong
We care
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Invitation for contributions

The *Service Delivery Review* is largely seen as a tool for sharing experiences and therefore for learning within the Public Service. The journal is a forum for debate and continuous exchange of views. We therefore encourage public servants and beyond, to submit to us responses to articles or any other service delivery issues that they feel trigger debate and require engagement. Responses/letters should not be more than 500 words. The editor reserves the right to edit long responses/letters. Contributions can be sent to mpumi@dpsa.gov.za
The Batho Pele Learning Network (BPLN) has been an annual event where officials from all three government spheres come together to remind one another of the significance of the service delivery policy, commonly referred to as the Batho Pele Policy.

Published in 1995, the White Paper on Batho Pele was developed with the purpose of providing a policy framework and a practical implementation strategy for the transformation of public service delivery. Batho Pele has always been about how public services are provided, and specifically about improving the efficiency and effectiveness of the way in which services are delivered.

It is all about implementation. Therefore, it is meant for public servants and municipal workers. According to the White Paper on transformation of service delivery, the Batho Pele Policy is not about ‘what’ services are to be provided. That is a question for politicians to answer. It is about ‘how’ services are to be provided.

In launching the White Paper on Batho Pele on 18 September 2008, the former Minister of Public Service and Administration, Dr Zola Skweyiya, said: “When I was elected to office, I knew that one of Government’s special tasks is to build a public service capable of meeting the challenges of improving the delivery of public services to the citizens of South Africa. Access to decent public services is no longer a privilege to be enjoyed by a few; it is now the rightful expectation of all citizens, especially those previously disadvantaged. This is why the guiding principle of public service transformation and reform is ‘service to the people’. The transformation of our public service is to be judged, rightly, by the practical difference people see in their everyday lives. That is why I am launching Batho Pele. I want to turn words into action. I want the needs of our people to come first and be satisfied. I want people to view and experience the public service in an entirely new way.”

The Batho Pele policy sought to create an environment conducive to the realisation of Skweyiya’s dream of people viewing and experiencing the public service in an entirely new way by prescribing the eight principles that underpin a culture of public service delivery in the following manner:

... the time has come for us to deal with issues related to the impact of the implementation of the Batho Pele principles ...
That the citizens should be consulted about the level and quality of the public services they receive, and where possible, be given a choice about the services that are offered.

That citizens should be made aware of what services they should expect.

That all citizens should have equal access to the services they are entitled to.

That citizens should be treated with courtesy and consideration.

That citizens should be given full, accurate information about the public services they are entitled to receive.

That citizens should be told how national and provincial governments are run, how much they cost and who is in charge.

That citizens should be offered an apology, a full explanation and a speedy and effective remedy if the promised standard of services is not delivered, and that, when complaints are made, citizens should receive a sympathetic, positive response.

That public services should be provided economically and efficiently.

Up to November 2009, our annual BPLN events dealt with all issues related to Batho Pele and, in particular, showcased what various sectors had to provide by way of practical experience. We acknowledge that, from year to year, we used these events to reflect on issues related to further transformation while implementing various policies.

Over the fifteen years of democratic governance in our country, we have learnt many lessons through experience. On this score, we note that much has been done while more remains to be done. Hence, we vowed that in our era we would focus on the acceleration of public service delivery.

Outlining the priorities of Government while leading the nation to debate the 2009/2010 budget, President Zuma said the following: “We wish to reiterate, therefore, that Government must improve performance in frontline services and substantially reduce waiting periods, in order to enhance service delivery.” Therefore, our approach during this five-year term is to ensure that we have and manage an accelerated programme for public service delivery.

That resulted in a new approach to the annual BPLNs. We believe that we have now spent enough time learning and dealing with issues of mainstreaming Batho Pele. We have shared best-practice experiences from different ends. We have benchmarked and we have domesticated. We have learnt useful lessons, for example, from time to time the Public Service Commission monitored and evaluated the adequacy and implementation ability of the Batho Pele principles. One such evaluation was conducted on the principle of information. The study resulted in the following findings:

- Government departments use different methods to measure the principle of information.
- Government departments use various units for the implementation of the principle of information.
- Government departments follow different routes to consult with the people to provide them with information and choices on issues of service delivery.

Therefore, the common denominator in the findings of the Public Service Commission was the fact that there were no uniformity and consistency in the implementation of the Batho Pele standards. Furthermore, the intended beneficiaries of the Batho Pele agenda, the ordinary masses of our people, were found to remain excluded from processes.

Generally, the Batho Pele debate degenerates into a scientific rhetoric with no sign that the methodology used to find the facts that shape reports on such findings include the voice of the people. Yet, Batho Pele is meant for them. This even pertains to our annual BPLN events where public servants come together to share the experiences gained through interaction with our communities without inviting the people themselves. This is not altogether wrong, but more could be achieved if the people themselves had an open platform from which to contribute towards consultations shaping issues of service delivery.

Of course some of the experiences shared have been very useful, one example being the findings of the Job Mokgoro Foundation, which identified the possible need for public servants to adopt a public service charter alongside the Batho Pele principles.

But we now believe that the time has come for us to deal with issues related to the impact of the implementation of the Batho Pele principles. To assist with this, we have allocated one Batho Pele principle to each province as follows:

- Eastern Cape for service standards
- Free State for openness and transparency
• Gauteng for value-for-money
• KwaZulu-Natal for information
• Limpopo for courtesy
• Mpumalanga for the consolidated Batho Pele
• Northern Cape for accessibility
• Western Cape for redress
• North West for consultation

National departments functioning in provinces will focus on the same principle as the province where they are located, with a rider that all involved should improvise in their areas of deployment.

Integrated implementation plans are being developed in this regard.

As we deal with the issues in line with our new focus of thinking, two sets of directives will be guiding us. The first directive is the themes for the period. These are as follows:

• January for education
• February for safety and security
• March for human rights
• April for health

• May for rural, urban and community development
• June for youth development
• July for African and international solidarity
• August for women’s emancipation
• September for culture and heritage
• October for the rights of the child
• November for the environment

The second directive will be the structures that will be implemented to guide us. These are:

• Identification of issues
• Identification of structures
• Setting domesticating interventions
• Monitoring and evaluation
• Reporting and accountability

These are the foundations of the Batho Pele Impact Assessment Network that will replace the BPLN. As you read this article, the different provinces are at work, implementing their assigned Batho Pele principle. If they do well, their efforts will be rewarded at the first Batho Pele Impact Assessment Network to be held in Mpumalanga later this year.

The 8th Batho Pele Learning Network took place in Durban from 4–6 November 2009. Its objectives were to ensure continuity and sustainability and to further strengthen government partnerships with other stakeholders, while also supporting government’s commitment of “working together we can do more”. The theme for 2009 was: “Driving service delivery through collaborative and interactive government.”

Patrick Sokhela of the DPSA summerises thoughts on the SPS/IPS expressed at the 8th BPLN and takes up a position of his own.

Reflection on the Single Public Service/Integrated Public Service debate

Patrick Sokhela
In line with this theme, the Minister for Public Service and Administration (MPSA) introduced the debate on the Single Public Service (SPS)/Integrated Public Service (IPS) by characterising the SPS/IPS and Batho Pele as two related sides of the same coin, namely effective service delivery. For this coin to be of any value, it has to have both sides. This was in view of the Public Administration Management Bill (PAM Bill), which was withdrawn from the parliamentary process in November 2008 for further consultation.

**Views of the panelists**

The panel leading the debate comprised the South African Local Government Association (SALGA), academics and the Department of Public Service and Administration (DPSA). The focus of the debate was whether the PAM Bill proposes an SPS or an IPS. A summary of the views of the panel members follows below.

- **SALGA**

  *Advocate Mzwanele Yawa* agreed with the view that citizens do not care which sphere of government provides the services they require; all they want is efficient and effective service delivery from the state. He introduced SALGA's position on the debate, which may be summarised as follows:

  - SALGA is in favour of integration rather than amalgamation or incorporation.
  - SALGA wants to retain its role as the representative of local government as employer.
  - SALGA wants to retain the current status of the South African Local Government Bargaining Council (SALGBC) as a collective bargaining structure for local government, with SALGA representing the employer component.
  - SALGA wants to be equal partners with the DPSA and Co-operative Governance and Traditional Affairs (COGTA) in the development of policy and framework legislation for the SPS.
  - SALGA wants to protect and strengthen the role and status of local government as a separate sphere rather than a tier of government.
In essence, he argued that the content of the PAM Bill was more about integration than singleness.

- **Academia**

*Mr Herbert Maserumule* from Tshwane University of Technology posed the question whether the PAM Bill seeks to achieve singleness or integration, because in his view the objectives of the PAM Bill were more about integration than singleness. While the debate had started, he posed the question whether it was not just a case of semantics.

In his presentation, *Dr Lucky Mathebula* from Mashebu Mathebula Consulting, concurred with Mr Maserumule that the PAM Bill proposed integration rather than singleness. However, he further suggested that we should learn from the past, especially from our constitutional history of public administration, which dates back to 1909. He warned against seeking models from other countries and argued that we should learn from our own.

- **DPSA**

Professor Richard Levin, Director-General of the DPSA, entered the debate by presenting the PAM Bill’s objectives, as well as the objectives of the programme known as the SPS. It was evident that, although the debate was about an SPS versus an IPS, the name of the Bill was Public Administration and Management Bill (PAM Bill). In his opinion, that broadened the understanding of what the legislation sought to achieve.

**Reflection on the Debate**

In my view, the Minister’s re-introduction of the debate was well timed, since it coincided with the shift from *Batho Pele Learning Network* to *Batho Pele Impact Assessment*. This change in approach suggests that the SPS/IPS debate should not be a debate for the sake of having a debate, but should rather be a debate that focuses on how best to improve service delivery.

Reflection on the input of SALGA and the two academics raises a bit of a theoretical perspective and semantics surfaces – given that this is, after all, an academic debate. The ordinary meaning of the word ‘single’ in the Oxford dictionary is simply ‘united, undivided, one only’. The context in which the term ‘single’ has been used generally, can be illustrated below.

One of the goals of the SPS is to present “a single face of government” and “a single window of access”. The use of the word ‘single’ in this instance and context is generally understood and there has not been any issue about its meaning and intention. Or should one refer to one of the SPS goals as being to present “an integrated face of government” and “an integrated window of access”?
Section 40(1) of the Constitution states that: “In the Republic, government (read: one government, not governments) is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated.” Extending this section to the Public Service, it would say something like the following:

“In the Republic, the Public Service (read: one public service) consists of all employees (as per the Labour Relations Act definition of employee) employed by the national government, provincial governments and local government under SPS legislation, referred to as the Public Administration Management Act (PAMA).”

This approach does not in any way impact on the constitutional use of the term, ‘public service’, nor does it infringe on local government powers or functions. What it does is to align the administrative arm of one government into one administrative framework called PAMA, or any other name that will be identified during the consultation process.

The German Basic Law (Constitution), which is federal in character and which informed parts of our Constitution, does not have an issue with this – the ‘public service’ is described simply as encompassing all people employed by the Federation (national government), the states (provinces) and municipalities, as well as those employed by corporations, institutions and foundations under public law.

Surely we can find a way to have a single (one) public service (despite the constitutional technicalities) that encompasses all employees employed by the national government, provincial governments and municipalities, since municipal employees are also public servants who serve the same public that is governed by one government, the primary mandate of which is to provide a better life for all.

Conclusion

In conclusion, I would like to concur with Mr Herbert Maserumule’s statement that “the debate has started”. However, whatever the final outcome of the debate, both sides of the coin must be present in order for the coin to have any value – as the Minister suggested.
The Draft *Public Administration Management Bill*

*Professor Richard Levin, Director-General of the DPSA, expands on the objectives of the PAM Bill and the SPS programme.*

The Constitution of the Republic of South Africa provides that South Africa is one, sovereign, democratic state and that government constitutes national, provincial and local spheres of government that are distinctive, yet interdependent and integrated. The Constitution also determines the basic values and principles governing public administration. It requires that all spheres of government provide effective, efficient, transparent, accountable and coherent government to secure the well-being of their people and the progressive realisation of their constitutional rights.

Linking up with the above, the objectives of a Single Public Service (SPS) programme would be to:

- foster strategic alignment and harmonisation of institutions within the three spheres of government and create seamless and integrated service delivery through a single-window approach;
- create a shared vision and common culture of service delivery across all three spheres of government and, therefore, targets stability and improved intergovernmental relations;
- create government institutions that are accessible, efficient, representative, accountable, sustainable and responsive to service delivery needs; and
- create a framework to facilitate staff mobility within the three spheres of government.

The SPS programme, as proposed, will be implemented through five work focus areas:

- Service delivery (access and culture);
- ICT enablement (e-government);
- human resources (HR) management and development (harmonisation);
- anti-corruption (sector-wide strategy); and
- framework legislation.

**Draft Bill**

A draft Bill was prepared as an overarching piece of legislation to establish an SPS. While recognising the constitutional status of municipalities, the Bill covers organisational arrangements, governance, HR matters, ICT and service delivery aspects.
According to the draft Bill, the Minister for Public Service and Administration (MPSA) may intervene to address unjustified disparities between the spheres of government. It requires that consultation with the South African Local Government Association (SALGA) and the Minister of Cooperative Governance and Traditional Affairs (MCOGTA) are required on matters affecting local government.

In drafting the Bill, information sharing and consultation were undertaken in 2007 and 2008. The Bill was introduced in Parliament in June 2008. However, in November 2008, the Bill was withdrawn from Parliament, since further consultation was required.

In terms of scope, the draft Bill covers the Public Service, consisting of national and provincial departments, and municipalities (clause 2). Its proposed objective, with due regard to Chapter-10 values and principles for public administration in the Constitution, is to provide for administration in the three spheres of government to be organised and to function in ways that ensure efficient, quality, collaborative and accountable service delivery to alleviate poverty and promote social and economic development for the people of South Africa (clause 3).

This objective is to be achieved by, among others, providing for:

- frameworks for personnel and public administration systems, practices and procedures;
- standards setting for services and the facilitation of a culture of service delivery;
- the removal and prevention of unjustifiable disparities in conditions of service of employees;
- a Senior Management Service (SMS);
- standards of conduct and anti-corruption measures to promote service delivery, ethical conduct and professionalism among employees; and
- electronic government as a key mechanism to improve internal efficiency in institutions and service delivery (clause 3).

**Service charters, centres and information and communication technologies (ICT)**

The service charters are to set standards for services (clause 4). The draft Bill also proposes the regulation of the Thusong Service Centres set up to deliver services from the three spheres of government (clause 5) and seeks to provide a framework for the use of ICT to improve service delivery (clause 6).

**Terms and conditions**

The draft Bill states that collective bargaining has to continue in the current bargaining councils for the Public Service (PSCBC) and local government (SALGBC). It poses limitations on negotiations, which include ministerial powers to remove or prevent unjustifiable disparities. The other condition for a successful SPS programme is the creation of an SMS consisting of national, provincial and municipal senior managers. The MPSA is to determine a framework of minimum and maximum remuneration levels and norms and standards on conditions of service (clause 15) for SMS members. Various scenarios for alignment across the three spheres are considered.

**HR matters**

The political head has to appoint the head of the institution and managers reporting to the head. The administrative head will then appoint the remainder of the staff and determine the organisational structure. The draft Bill states clearly that a municipality is the employer of all its employees (clause 2 [2]).

**Deployments**

The transfer and secondment of staff may take place without consent if operational requirements so demand and representations have been heard. Affected institutions must be consulted before transfer or secondment is effected (clauses 24 and 25). For transfer or secondment to and from municipalities/provincial departments the agreement of the affected municipality/provincial department will be required (clause 24[8] and 25[6]). The draft Bill has tailor-made section 197 (Labour Relations Acts) for staff transfers in case of function transfers (clause 26). Provision is also made for expedited procedures for disputes on fairness of transfer and secondment (clause 27).

**Cooling off**

The draft Bill proposes a cooling-off period for employees involved in procurement, for example bid committee
members. This means that they may not accept employment with a successful service provider for a certain period after the award of a bid to that provider. A contravention would constitute a criminal offence on the part of the employee as well as the service provider/s.

**Disclosure of previous actions against employees, continuation of disciplinary steps and prohibition on re-employment if dismissed for misconduct**

When someone applies for a post, the draft Bill states that s/he must disclose prior actions on grounds of misconduct, ill health or poor performance and known pending actions on the grounds mentioned against him or her (clause 39). It also allows for the continuation of incomplete disciplinary or other actions when an employee leaves an institution and joins another that falls within the scope of the draft Bill (clause 39). Provision is also made for a period to be specified within which re-employment of employees found guilty of misconduct is prohibited (clause 40). When contraventions occur, the responsible authority will be compelled to discipline employees and to keep record thereof (clause 49).

**Way forward**

There will be further consultation on the draft Bill. Recent legislative changes such as the Local Government Laws Amendment Act, Act No. 19 of 2008, will also be considered. If there are substantial changes to the draft Bill, it will be published for public comment. We will also continue and conclude consultation with NEDLAC. The Bill is expected to be introduced in Parliament sometime during 2010.
Integrated versus Single Public Service

Advocate Mzwanele Yawa of SALGA maintains that citizens are only interested in efficient and effective service delivery, regardless of where such services originate from, and introduces SALGA’s position on the IPS/SPS debate.

In his 11 February 2003 State of the Nation Address, President Mbeki announced that “...we will this year also finalise the proposal for the harmonisation of systems, conditions of service and norms between the public service in the national and provincial spheres on the one hand, and municipalities on the other hand”. On 9 February 2006, he went on to highlight the complexity of the matter and the “need to secure the agreement of all relevant stakeholders”. The position of the South African Local Government Association (SALGA) concerning the debate on the Integrated/Single Public Service was informed by and aligned with the above statement.

Contextual background

On invitation, SALGA formed part of the conceptualisation of the Single Public Service (SPS) at the ANC’s Conference in Stellenbosch in 2002. Equally, SALGA formed part of and participated in, among others, processes leading to the adoption of the current ANC Polokwane Resolution on the Single Public Service (SPS). The communication of developments from these and other stages of the evolution of the programme, the genesis and exodus of which are outlined below, took place through conferences, consultative summits, workshops, our Provincial Executive Council (PEC) and National Executive Council (NEC) meetings, etc.

SALGA Conference resolutions

SALGA’s National General Council (NGC) of 2002/2003 resolved that “SALGA should be an equal partner with the DPSA and the DPLG in the development of policy and framework legislation around the integration of the public sector” and further that “the constitutional status of local government as a sphere rather than a tier of government needs to be protected” (see SALGA’s NGC Resolutions/Declaration, 2004, page 32). The approach adopted favours integration rather than incorporation and/or amalgamation of local government into the Public Service (see the Preamble to the Municipal System’s Act, Act No. 32 of 2000, 5.1 [2]; SALGA National Conference [SNC], 2004, Integrating the Public Service, page 85; Resolution 2, Human Resource Policy Conference, 2003, page 14).

Lastly, the 2004 SNC pointed out that public service legislation should be an overarching legislation “aimed at instituting common norms and standards whilst separate legislation should govern sector-specific issues” and further that “the current bargaining arrangements should be maintained within the context of common norms and standards which would be set by the Public Service” (ibid, 5.4 [2] and [4] page 86).
In terms of the SPS, the SNC of April 2007 resolved that SALGA shall:

- develop and roll out a programme for the achievement of the SPS;
- communicate effectively on the SPS to its stakeholders to eliminate possible confusion and anxiety;
- consult on the SPS with the various stakeholders, including the relevant public service and local government trade unions;
- further research the impact of integration on local government; and
- ensure that it is an equal partner in driving the integration of the Public Service.

Process steps to 2007 Conference and discussion

The Minister of Public Service and Administration (MPSA) made a presentation on the SPS concept to the NEC of SALGA in May/June 2006. The August 2006 Lekgotla of the NEC resolved to contribute to and support the government programme of integrating the Public Service with special regard to, inter alia, the development of a legislative framework on the integration of the Public Service; a framework for the alignment of conditions of service and remuneration practices between local government and the public sector; and the e-governance and ICT work foci.

The NEC then dispatched SALGA officials to serve on the five different work foci, namely, anti-corruption; the Thusong Centres; legal drafting; ICT; and human resources (HR) management and development. Thereafter, SALGA developed a discussion/position paper for provincial members to discuss at assemblies/conferences during January/February 2007. Inputs from the provinces were then incorporated into the discussion/position paper for the SNC of April 2007 for discussion/consideration at the conference in conjunction with the presentation of the MPSA.

Discussions during the Conference made it clear that, for the SPS to become a reality, it must cover critical areas necessary for ensuring the existence of capable and sustainable service delivery institutions in all spheres of government. These areas include, among others, the following:-

- Provide for the mobility of staff between and within public entities and the spheres of government;
- stabilise and improve intergovernmental relations;
- facilitate and transform systems and mechanisms for service delivery such that there is smooth and seamless service delivery at and between all institutions of government;
- formulate a clearly defined HR framework that covers all employees; including but not limited to the realisation of the obligation of “equal pay for work of equal value”;
- formulate a clearly defined Labour Relations Framework and the resultant mandating arrangements; and
- align sphere-specific legislation, as well as clearly defined roles and responsibilities, accountability and funding arrangements.

Legislative framework for an SPS

From the outset the development of the draft legislation was premised on a few constitutional imperatives. The first imperative is that the three spheres of government are distinctive, interdependent and interrelated. Secondly, all spheres have an obligation to, individually and collectively, secure the well-being of the people and to provide effective, transparent, accountable and coherent government. Furthermore, all the spheres need to cooperate with one another by assisting and supporting one another and coordinating their actions accordingly. Moreover, there has to be basic values and principles that should govern public administration. Legislation regulating public administration may differentiate between different sectors, administrations or institutions.

There are also local-government-specific provisions such as that a municipality has a constitutional executive and the legislative right to govern the affairs of its community, subject to national and provincial legislation, and that matters in respect of local government not dealt with in the Constitution may be prescribed by national legislation.

The objectives of the SPS legislation were also discussed during the Conference, with the overarching goals being:

- improved service delivery through the creation of a common culture of service delivery based on the Batho Pele principles;
- the stabilisation and strengthening of intergovernmental relations;
• the achievement of more coherent government, integrated planning, budgeting, implementation, monitoring and evaluation; and
• the establishment of norms and standards for employment in public administration, including employment practices, employee relations and mandating arrangements for collective bargaining.

Further objectives are to create a framework for remuneration and other conditions of service to be informed by the outcome of the impact study and actuarial evaluation on medical and pension arrangements, an HR development strategy and the development of an integrated skills database. It also intends to formulate a mechanism to transfer staff between institutions and spheres and to adhere to and uphold government’s anti-corruption strategy and standards of conduct.

Post-conference work and the results thereof

The NEC’s HR Management Working Group (HRMWG) adopted terms of reference for the impact study of SPS on local government and commissioned studies on the:

• constitutionality of the Bill;
• its impact on SALGA as an employer body;
• the impact on municipalities;
• the impact on organised labour (trade unions) in local government;
• the impact on the South African Local Government Bargaining Council (SALGBC);
• the impact on the Local Government SETA; and
• proposed different SPS models.

SALGA then adopted a possible position on the Bill and used that as a means to obtain a mandate from municipalities and to facilitate their discussion in preparation of the NCW in mid October 2007. The possible position was premised on three key issues emanating from previous conference resolutions and other practical considerations, namely that local government must remain a sphere and not a tier of government; bargain collectively in the present bargaining council; and remain an employer in its own right in accordance with the Constitution. However, to ensure harmonisation of service conditions, including the mobility of staff between the spheres, SALGA had to concur with the other spheres as employer bodies on what these norms and standards should be.

From 18 to 25 September 2007, provincial consultations were conducted. These showed that provinces supported the proposed position as outlined above. They also supported the need to have a national consultative summit on an SPS, since that would give municipalities an opportunity to refine the proposed position in that they would have had time to obtain the views of their individual councils on the matter.

Provinces expressed the hope that the equality that should exist among the three spheres in terms of the Constitution would, indeed, exist – as per the explanatory note to the 8th draft SPS that, “no sphere will manage the other”. They also raised questions and made contributions, for example, they pointed out that sections 151, 154, 156 (5), 160 and 163 of the Constitution should not be undermined. Furthermore, they said that gains made in local government since the Structures Act should not be undermined and that retirement age had to be 60 and not 65. They also asked whether the budget cycle would be aligned and why municipal entities were excluded in the legislation.

Commissioned study and study results

The study comprised a desktop study of relevant local and comparative literature, as well as relevant policy documents. It highlighted that, in the past 20 years, developed and developing countries, including Africa, showed trends towards decentralisation to local government. In terms of the status of the Bill, any integration of personnel with central government constituted one of the strong issues (e.g. norms and standards and conditions, including salary increase percentages and SALGA’s mandate on what to negotiate on). It seemed to be in direct contrast with the decentralisation of power emerging from the ruling-party policy documents in terms of which provinces, etc. had to be given appointment powers rather than concentrating such powers within national structures.

The study stated that strong local government was an important component of South Africa’s new democracy, with the current Constitution signifying a move towards a stronger separate personnel system (refer section 160 (1)(d) of the Constitution that empowers municipal councils to employ personnel that are necessary for the effective performance of...
their functions). The need for concurrence between SALGA and the DPSA was intended to avoid erosion of that point.

Furthermore, the study advised against the MPSA micromanaging municipalities. That would amount to encroachment on the constitutional integrity of local government to govern its affairs. It cautioned against a forced deployment/secondment of personnel in the name of either undefined ‘public interest’ or in general, since that might lead to loss of or an inability to attract skilled staff. It further cautioned against the introduction of a system where those who made appointments, which, in our case, are municipalities, did not enjoy accountability for the staff they employed.

It advocated for the existence of a separate local government pension fund as opposed to membership of the Government Employees Pension Fund as purported in the Bill (schedule 3) and the retention of a separate bargaining council, since local government issues would receive no focus if SALGA were only one of 36 employers in the Public Service Co-coordinating Bargaining Council.

Concerning risks to local government, the study pointed to the need to lobby (Treasury) for the retention of section 10 of the Systems Act that provides as follows: to avoid unfunded mandates in the event of powers having been assigned to municipalities, whoever requires a mandate shall submit a memorandum to Treasury giving, *inter alia*, at least a three-year projection of the financial implications of the function or power; disclosing any financial risks or liabilities to the municipality post the function; and indicating how any additional expenditure by the municipality would be funded. Examples of funding concerns in the Bill are:

- transfers and secondment of staff;
- the *Thusong* Centres;
- pay incentives and regulated bonuses; and
- minimum interoperability standards for uniform HR development systems.

The study compared the proposed SPS model with four that are popular in the world. Below, I outline the models that SALGA considered, namely the Separate Model, the Integration Model, the Unified Model and the Hybrid Model.

A. Separate Model

The first model considered in the study was the Separate Model. It is similar to what we currently have. In this model, local government is separate from other spheres. This allows for nepotism, corruption and the dismissal of senior staff by councils if they do not toe the line or are opposed to certain unwelcome actions. SALGA (SNC, 2007) asked whether there was a need to change these rules and conventions.

B. Integration Model

This model is similar to what the Bill proposes. The major criticism against this model is that it “could be more rule-driven and bureaucratic than the more flexible local government system in which each municipality is an employer. This could conversely lead to more red tape and slower service delivery”. It also has quite a
top-down development approach, which “in Africa in the 1970s and 1980s failed spectacularly because of lack of popular participation”. Section 152 (1) of the Constitution requires local government to encourage involvement of local communities in municipal affairs, including performance management. This is a variant of the French model in which staff, should they lose their jobs in one sphere, are kept on a deployment list. This is sound practice, since it avails skilled staff to all spheres.

C. Unified Model

The Unified Model means the introduction of a Central Local Government Commission. In this model a transfer of staff among municipalities, but not between national and provincial government, could happen. The model is criticised because it does not live up to the seamless and one-stop service purported. Neither does it support the notion of deploying HR to where they are most needed, which is so laudable about the SPS initiative.

D. Hybrid Model

The last model considered in the study is similar to a Kenyan Model where only senior level employees are potentially transferable. “The advantage of this model is that it is less disruptive to local government given that the vast majority of staff would remain permanent employees of local government. There are limited skills at local government that are potentially transferable.” This model is a restricted version of the integrated (French) model in that it only provides for senior management staff transfers between and within employer bodies.

Conclusion/Recommendations of the study

The study recommended that the SPS process be linked to the white paper review process, since that would establish the strategy and an SPS structure. An organisational overload is imminent, what with two structural reforms, two territorial changes, new management structures, developmental local government, new forms of service delivery and Performance Management Systems (PMSs), all introduced in the last 10 years. Staff morale and consequent poor service delivery are a real risk.

Potentially, the SPS process could have profound negative effects on local government and consideration should be given to alternatives, e.g. limit transferability to top levels only. The feasibility of transferring only senior level and technical staff (mindful of the dual loyalty problem) should be considered, since that would also protect the bargaining arrangement. Only unions relevant to a specific sector would operate in such cases, while local government would remain open to all unions within government.

International experience suggests overwhelmingly that the introduction of an SPS would lead to the weakening of the system of local government. While attempts to improve citizen access to services should be promoted, integrated public service delivery does not necessarily need an SPS. Canada has introduced a model of “joined government and seamless service delivery”, while simultaneously strengthening local government.

The study also concluded that SALGA stood to be weakened as the representative of organised local government if this sphere of government were to lose powers, e.g. of determining conditions of service of staff, etc. SALGA should, therefore, lobby as vigorously as possible to ensure that it still had sufficient collective bargaining powers. The notes in the final draft Bill concerning keeping the SALGBC separate, served as a good point of departure in that regard. The Bill had to be made to not only focus on service delivery issues, but also on the equally important democratic component of local government.

National consultative Summit

The conference resolutions, research study recommendations and outcomes of the provincial consultative summits were all tabled at a national consultative conference SALGA convened to discuss the subject and obtain cohesion on the way forward. This Consultative Summit was held in Sandton, Gauteng, in October 2007. It was a strategically critical engagement of about 800 senior political and municipal administrative leaders. The Summit endorsed the key pillars of SALGA’s and/or local government’s position on the Bill, namely that:

- local government must remain a sphere of government as per the Constitution;
- each municipality must remain an employer in its own right as per the Constitution;
- current collective bargaining for local government must be maintained; and
- staff must be transferable among municipalities and among spheres.
Latest developments and further work

In December 2007, the SALGA leadership met with senior leadership of unions in local government. They articulated the SALGA position on an SPS and listened to the unions’ views on the Bill. They later received a position paper on the Bill from the unions. Engagements with the unions on this issue are ongoing.

In May 2008, SALGA commented on the gazetted Bill and submitted its comments to the DPSA. SALGA also sought and obtained the opinion of a Constitutional Law legal expert, since some municipalities expressed the view that the Bill was unsupportable because it was unconstitutional. The legal expert found that not to be the case. SALGA also participated in efforts to improve the Bill and the SPS idea by playing an active and instructive role in costing and remuneration scenarios for an SPS; determining a pension and medical aid dispensation for such a service; and in change management engagement.

However, there is still work that needs to be done. This includes communicating options that are favoured by SALGA to municipalities for input, particularly those on costing; remuneration; a pension fund; medical aid; and norms and standards. Once input has been received from municipalities, submissions will be made to the DPSA.

SALGA also continues to work with the DPSA on change management programmes and believes that this ‘co-determinist’ approach enhances communication flow, avoids confusion and eases anxiety among recipients. SALGA, furthermore, continues to be a part of NEDLAC and continues to keep this matter high up on the agenda of its provincial and national assemblies and conferences. Lastly, it also continues to learn from comparative studies on other countries.

Conclusion

A common remuneration policy must make provision for the payment of salaries from central government rather than depend on affordability on the part of municipalities. That would ensure equal pay for work of equal value and ensure high staff morale. Furthermore, all clauses in the Bill, where this has not been done, must be redrafted to give effect to the fact that local government is a sphere and an employer, especially for bargaining unit staff, with attendant normal duties. As such, it must bargain collectively in its own bargaining council, but consult other spheres to achieve harmonisation of conditions of service.
Integrated or Single Public Service:  
*The Context of a Developmental State*

Mr Herbert Maserumule from Tshwane University of Technology poses the question whether the essence of the IPS/SPS debate is not merely a case of semantics.

Since its introduction in the public intellectual space, the Single Public Service (SPS) concept attracted a lot of interest characterised by a plethora of interpretations. It increasingly became a fiercely contested subject with some political parties dismissing it as a political ploy to centralise power, while others argued that it was an attempt to bureaucratisate government.

The intellectual and academic community in South Africa entered the fray largely along the same points of contestation. Its approach to the discourse on an SPS is not necessarily about making epistemological sense of this policy initiative. It largely mimics perspectives of political parties and questions policy choices rather than, through the quality of research and intellectual prowess, conscientising and engendering a sense of prudence in the consideration of policy issues.

It is at this point that intellectualism and scholarship lose the essence of commitment to truthful knowledge and assume the role of either being the critique or advocate of policy imperatives.

When the Bill that seeks to create an SPS was withdrawn from parliamentary processes temporarily, its critiques immediately proclaimed their vindication in so far as their intellectual position on the matter was concerned and peddled speculations masquerading as facts of empirical verity that the idea of an SPS was a dream buried without any attempt to consider the factors that occasioned such a move. Using Karl Mark’s intellectual lexicon, this type of engagement with policy issues could best be described as ‘intoxicated speculation’ or what Kwame Nkrumah (1970) calls the “ecstasy of intellectualism”.

Over the past years, the Department of Public Service and Administration (DPSA) crisscrossed the country, making its presence highly conspicuous in most intellectual-cum-scholarly gatherings to try to detoxicate the ecstasy of intellectualism on an SPS with the aim of ensuring that it is understood properly.

**Towards an SPS**

In his 2009 State of the Nation Address, President Jacob Zuma said: “… to ensure that all three spheres – local, provincial and national – improve service delivery, we will speed up the establishment of a single public service”.

“...The question of an SPS is now no longer a subject of policy choices ... The policy decision on it has already been made. The question that now confronts us is how to gear ourselves up for the realisation of its objectives. ”
So, the question of an SPS is now no longer a subject of policy choices in terms of which strategic trajectories could be considered to enhance the institutional capacity of the state. The policy decision on it has already been made. The question that now confronts us is how to gear ourselves up for the realisation of its objectives.

**What is an SPS?**

It is Government’s strategic vision aimed at making provision for administration in the three spheres of government to be organised and to function in ways that will ensure efficient, quality, collaborative and service delivery that is accountable to alleviate poverty and promote social and economic development for the people of South Africa.

**What are its objectives?**

The SPS seeks to enhance and strengthen the capability of the system of government across the three spheres. It also intends to enhance service delivery by aligning and harmonising the service delivery institutions of state to ensure that the state can deliver on Government’s socio-economic agenda. This is important to ensure that the implementation efforts of the machinery of government in a developmental state complement one another.

It seeks to improve integration of the activities of Government in its pursuit of the developmental state agenda. This is to be achieved by creating service delivery points (single window) that are easily accessible and create common norms and standards for human resources (HR) management and development across the three spheres to facilitate the mobility of personnel across the spheres.

Lastly, the SPS intends to create a common ethos of service delivery across the three spheres inspired by the basic values and principles of public administration as enshrined in Chapter 10 of the Constitution and in the *Batho Pele* principles.
Conclusion

I want to conclude this intervention by asking a few questions that I consider very critical. Looking critically at the objectives of an SPS, discussion focused on whether we were seeking the achievement of singleness or of integration in so far as the administrations in the three spheres of government were concerned. This question is asked within the context of the fact that words used in the formulation of the objectives of an SPS appear to be more about integration than singleness.

Words that are associated with ‘integration’, as used in the discourse on an SPS, are ‘alignment’, ‘harmonisation’ and ‘commonness’. Singleness presupposes sameness. Are we seeking to achieve that? A look at the following aspects of the Bill may be instructive in the attempt to answer this question.

The Public Administration Management Bill (PAM Bill) does not contain changes to the salaries and benefits of employees. It also does not create or facilitate the creation of a single pension fund or medical aid for employees. It only talks about a harmonisation of systems, practices and conditions of service.

The powers assigned to the municipalities by the Constitution on matters pertaining to HR management are not tampered with. The power of municipalities to appoint, direct and dismiss their own employees is respected. They are empowered to decide on all career incidents of their employees, as well as on discipline, performance management and staff transfers.

The Bill merely seeks to enable the DPSA to create a framework of generally applicable norms and standards on matters that pertain to HR management.

In the context of the above exposition, the big question that requires consideration is whether we are seeking an SPS or an IPS with the PAM Bill. Or is this question perhaps more semantic and not necessarily important for policy discourse purposes?

In whatever way one may respond to this question, sight should not be lost of the fundamental objective of this organisational reconfiguration exercise, namely to build strong state capacity to drive our developmental agenda. ‘Singleness’ or ‘integration’ in our public service system within the context of a developmental state must have a direct impact in terms of changing the quality of life of the citizenry. Remember that, in the context of a developmental state, service delivery is defined in terms of its development-orientation.

Another important issue that must be considered as we move towards the reconfiguration of the macro organisation of the machinery of government is that Batho Pele must be the life-blood and the soul of the new public service system that we seek to create in our attempt to consolidate our developmental state trajectory.
IPS/SPS: The Debate on the Public Administration and Management Bill

Dr Lucky Mathebula of Mashebu Mathebula Consulting supports the view that the PAM Bill proposes integration rather than singleness and suggests that we learn from local realities.

The Single Public Service (SPS) debate continues as an unresolved issue in post-apartheid South Africa. The debate has been and still is located within the general public service reform paradigm that continues to create systemic challenges for general service delivery. The Department of Public Service and Administration (DPSA) as the process-managing department for public service design and policy making has embarked on a process posing the question: Single Public Service (SPS) or Integrated Public Service (IPS)? To answer this question, policy discourse is raging within the circles of the country’s dominant political coalitions.

Participation in the debate would benefit from a fundamental approach. Firstly, the question of what a public service is should be answered. Thereafter, an historical context should be postulated, describing the Public Service of the RSA. Finally, the question about an SPS or IPS could be asked.

Conceptually, the term ‘public service’ is broadly used and means different things to different people and in different contexts. For the purposes of this article, public service (in small letters) shall refer to the services a government renders and/or provides to its citizens either directly or indirectly through the financing of private provision. In this context the maxim is that there must be a service and a beneficiary, where beneficiary denotes an equalisation process for citizens irrespective of income or class. It is, therefore, a human activity. Hence, it must be regulated, not controlled, because human beings hate control, yet possess a propensity to tolerate and live within regulated environments.

In this instance, the capitalised Public Service shall refer to the personnel corps employed in ‘traditional state departments’; the persons/humans/individuals who are delivering the ‘public service’ and are employed in and by organs of state. In the RSA context, ‘organ of state’ is defined as any department of state or administration in the national, provincial and local spheres. This includes any functionary or institution exercising a public power or performing a public function in terms of the Constitution, a provincial constitution and/or any legislation. The definition excludes a court or judicial office.

The objectives of the Bill are focused on integration. Therefore, the current Bill is titled incorrectly. It should actually be called Integrated Public Service Bill.
From the foregoing it is clear that a member of the Public Service can be defined as an organ of state, especially when s/he is performing a legislated public function. However, entities and/or persons outside the Public Service can also perform the public service activity. The composition of a Public Service is a reflection of past national, political and administrative cultures and their accompanying socio-economic priorities. Inherently, a Public Service is segmented to reflect the organisation of the state and will tend to reflect suboptimal performance in policy development, policy implementation and service delivery. The human dynamism characterising a Public Service results in ‘constant renewal’ to suit its environment without altering its form.

The RSA Public Service spans a 100-year history with 85 of these years characterised by a deliberate and state-sponsored effort to discriminate against the black majority through disenfranchise-ment and related legislative instruments. The still-unanswered question is to what extent the former Public Service was administered properly despite its racist overtones. To what lengths have post-1994 administrations interrogated a hypothesis that suggests that if the pre-1994 Public Service was not discriminatory, it would have worked and an efficient public service would have obtained?

To illustrate the above: South Africa had a central administration, four provincial administrations with eleven other race-based administrations (some of which were ‘independent’). There were more than 800 municipal administrations. Moreover, there were public enterprises and agricultural and many other control boards. Theoretically speaking, the public service was larger than now if we count the institutions of then and now. Narrowly speaking, these institutions were working, albeit for a minority only. The question is: could the systems that underpinned the workability of the former Public Service be adjusted in scale to cover the new demands of non-racial public service delivery in the RSA of today?

The Public Service Act regulated the Public Service centrally, while the Remuneration of Town Clerks Act fulfilled that function at municipal government level. At the time, the control mantra was that “an efficient public service (could) only be created if the appointment, remuneration, promotion and termination of service of officials (were) protected against the arbitrary decisions of political office bearers”. The predominance of the Commission for Administration and later the Public Service Commission (PSC), with the Institute of Town Clerks, provided some sanity concerning the normal and almost inevitable competition for personnel. In essence, the arrangements created some singleness in the Public Service and integration was possible in that human mobility within the Public Service was eased through the regulated environment.

However, the advent of any democratic dispensation, whether negotiated or otherwise, comes with an insatiable appetite for change and reform. The appetite grows commensurate with the perception of ‘victory’ over what existed before. The RSA finds itself in a similar position where the critical driver of post-apartheid reform degenerated into transformation everywhere and at all costs. The mood is that transformation has to happen as quickly as possible and in our life time still.

Little or no space is left for future generations to enhance the basics put in place by post-apartheid founder generations incrementally. Under such conditions, the tendency is to ignore whatever existed before. The need to benchmark against the best further creates pressure to look outside own best practices for guidance. The importation of context-based policies from developed democracies has become the order of the day. Public Service reform has grown into a de-South Africanised endeavour with costly implementation implications.

The service delivery challenges of the South African Public Service, however, demand a service that is responsive, interactive and integrated in form and character. The structure of government, which operates at national, provincial and local level with each sphere voted for separately and, therefore, vulnerable to changing and different governing mandates, redefines how the Public Service should be arranged. The growing decline of post-liberation, one-party dominance; the emergence of dual-party voting patterns; and regional rigidities such as language, ‘race’ and ethnicity have an influence on the concept of an SPS.

The mediatory potential of the co-operative government provisions in the Constitution, as well as supporting legislation such as the Intergovernmental Relations (IGR) Framework Act and provisions for intergovernmental relations contained in the Municipal Systems Act, should be considered in the shaping of any SPS debate. The resurgent public sector focus of organised labour should also be seen as a positive in the arsenal to redefine the singleness and/or integratedness of the Public Service. The question remains:
single or integrated public service?

The word ‘single’ captured in the SPS concept would refer to legislatively defining conditions of service for the whole Public Service, including the local government sphere. It advocates sameness and sees the Public Service as a single unit with no fragmentations and unitary in character with vertical policy development and a potentially central socio-political mandate.

IPS, on the other hand, is a Public Service approach that acknowledges the inherent fragmentations of ‘public service as a function’ and ‘Public Service as a resource’. It elevates to prominence the service delivery identity of the Public Service by focusing on the outcomes of the service delivery processes as key drivers of any input design processes. It advocates an interdependent approach to governance.

IPS procures improved dialogue among implementing agencies and calls for the removal of fragmentation. Strategic use of networks across the Public Service is also advocated. Its performance management systems are output orientated and it calls for budgeting frameworks that facilitate prioritisation and for the mobility of staff to be unfettered. IPS advocates system-wide identity and service delivery.

The objectives of the Bill are focused on integration. Therefore, the current Bill is titled incorrectly. It should actually be called Integrated Public Service Bill. The Bill addresses the need for strong public service norms and a standards centre (increasing the scope of the DPSA and the PSC). It also addresses the principles of subsidiarity as key conditions for the RSA’s constitutional success and the centralisation versus decentralisation challenge facing any policy conceptualisation process in South Africa. It is, therefore, my suggestion that the Bill should be re-titled to read Integrated Public Service Creation Bill.
Johannes Rantete

Integrated Criminal Justice Cluster Booklet Launch

Mr Johannes Rantete, Acting CEO of the Public Services Sector Education and Training Authority (PSETA), introduces a booklet that serves as an example of Government’s commitment towards improved service delivery and making services more accessible to citizens.

I come from the meandering valleys and beautiful landscapes of Venda in Limpopo. I have traversed a long and fruitful journey in the Public Service and have accumulated great and empowering knowledge about public administration from my activism in student politics in the 1980s, through the thought-inspiring political and policy negotiations in the early 1990s to public administration from 1994 to date.

I have lived through and participated in all the phases of disparate, segregated apartheid administrations to the integrated public administration system we now have. Today, we stand on the verge of extending the paradigm to a Single Public Service that will also encapsulate municipal administration.

When I joined the Minister as his advisor in October 2008, I had just taken early pension and was content with the contribution I had made as a public servant. I was proud when I looked back and appreciated the impact I had made as an individual and as part of a collective with other public servants. I was content with my policy development contributions that had set in motion the correction of apartheid-style spatial segregation of towns through the Development Facilitation Act, and my decisions on infrastructure development that had resulted in commercial developments to the east of Bloemfontein and the appearance of high-rise office buildings in Polokwane that are giving the town a more pronounced urban feel.

I am relating to you my brief, but enriching history in the public service, because I feel it is important for you to take a leaf out of the book of someone who set out on a journey in the public service long before you. And the question I am posing to you is this: are you able to write a chapter about the difference you are making as a public servant and the impact you are having on changing the lives of ordinary people?

Although I was content that I had made my mark and was ready to rest, Minister Baloyi reminded me, old as I am, that the struggle against poverty was not over yet. Unlike me, it has not yet aged and cadres groomed through the belly of the struggle can, therefore, also never come of age and never retire. Therefore, before I knew it I was back in the public service!

The Know Your Service Rights Campaign is a project that has been developed and rolled out in response to Government’s commitment towards deepening the understanding and implementation of continuous service delivery through an integrated approach to ensure a better life for all the citizens of South Africa.

The Campaign is driven by four thrust areas that cannot be divorced from the broader Batho Pele Programmes.

Firstly, the Campaign is one of the strategic Batho Pele revitilisation initiatives at the centre of ensuring the realisation of the human, economic and social rights of all citizens. ‘A better life for all’ is a commitment and is in line with the spirit of our Constitution that promotes the Bill of Rights enshrined in chapters two and ten, which focus on the basic values and principles governing public administration.

Secondly, the services that the people of South Africa have to access have been given justification by our President in his State of the Nation Address. He referred specifically to the South African Police Services, the courts and Correctional Services.
Thirdly, the Know Your Service Rights Campaign is a campaign that serves to assist Government in advancing the ‘redress’ principle. As you know, the redress principle states that if the promised standards of service are not delivered, citizens must be offered an apology, a full explanation and a speedy and effective remedy. It further emphasises that, when complaints about lacking service standards are lodged, citizens should receive a sympathetic and positive response. It is important to note that the implementation of the ‘redress’ principle does not and cannot happen in isolation. It is part of the broader picture and integrated with the other Batho Pele principles of consultation; courtesy; access; information; openness and transparency; value for money and service standards.

Lastly, the Promotion of Justice Act of 2000 and the Promotion of Access to Information Act of 2000 give rise to the promotion of access to all organs of state, private companies and public bodies by those that need help to exercise any of their socio-economic rights. Furthermore, they make provision for requests for written reasons for decisions made and provide means for appeals to be lodged for the reconsideration of decisions during the recourse process.

The Know Your Service Rights Campaign takes into account various research studies conducted. These studies identified the need to revitilise the implementation of Batho Pele, while the African Peer Review process (APRM) that took place in 2005/2006 provided us with a situational analysis that resulted in the development of a Programme of Action. The APRM brought to the fore the fact that South Africa faces critical governance challenges as it strives to prioritise the needs of the poor while ensuring the sustainability of social development.

The launch of the Citizens Information Booklet on the Integrated Criminal Justice Cluster demonstrates Government’s commitment and endeavor to address the challenges highlighted in the APRM report. Furthermore, the APRM Programme of Action has been aligned with other, existing government programmes to ensure the desired service delivery impact.

The Citizens Information Booklet on the Integrated Criminal Justice Cluster is a clear message of Government’s commitment towards:

- Providing and improving service delivery by forging formal and informal partnerships with various stakeholders and engaging with citizens.
- Combating corruption by reducing the loss of resources.
- Prioritising the disadvantaged urban and rural nodes by increasing the number of support services provided to these areas.
- Ensuring that vulnerable groups, especially women, children and the disabled get access to basic government services.
- Improving the management skills and capacity of local government authorities.
- Increasing the effective management of service delivery.

We may ask ourselves: Why the Citizens Information Booklet on the Integrated Criminal Justice Cluster?

The booklet seeks to simplify the criminal justice system and make it easily understandable and accessible to all citizens that live in South Africa. South Africans live in challenging times where car theft, house breaking, murder, rape, urban mall robberies, car hijackings, cash-in-transit heists, and so on, are sometimes common. Families are also seen breaking up, husband against wife or vice versa in court, children being neglected. Citizens have the right:

- to know the law;
- to know their rights;
- to know their responsibilities; and
- to know where to go for help.

The booklet helps citizens to look at what they can expect and to understand the services that are available to them, especially from the police services, which are service points of entry into the criminal justice system comprising courts, correctional centres and trail-awaiting facilities.

The booklet empowers citizens to report crime, it lists useful numbers that citizens can use, guides them on what to do if arrested, how to deal with courts, as well as how to get redress when unfairly treated. These are all issues most citizens would rather not deal with, yet often have to.

The booklet has been translated into all 11 official languages and will be placed at service delivery points through various channels that include the GCIS distribution programme and community development workers.

The roll-out advocacy process for the Citizens Information Booklet on the Integrated Criminal Justice Cluster will be replicated in all three national departments and provincial administrations. Provincial activities will be coordinated.
through the Premier’s Offices by national, provincial and municipal Batho Pele coordinators.

The booklet is part of the broader Know Your Service Rights and Responsibilities Campaign that will involve the following key activities:

- Embarking on structured stakeholder engagements with top management from the three Justice Cluster Departments, the Independent Complaints Directorate, the Peace and Security Secretariat and all the provincial administrations and municipalities;
- Conducting change management workshops on the booklet with departmental and provincial roll-out teams from the national departments and all the provincial departments. Such teams will, in turn, target public servants deployed at service delivery points (that is the front-line officers);
- Embarking on a stakeholder engagement exercise with the Chapter 9 institutions, namely the Public Protector, the Commission on Gender Equality and the South African Human Rights Commission on existing programmes within their institutions;
- Mobilising support for the Campaign to be cascaded down to citizens by establishing sound working relationships and forging partnerships with civil organisations such as NGOs, CBOs, traditional leaders, municipalities and churches that operate within the Justice Cluster, and with community development workers (CDWs); and
- Putting up wall paintings on identified sites and conducting road shows through government-organised izimbi and Batho Pele build-up activities run in the provinces and municipalities that will have messages that capture the core business of the Campaign.

**Conclusion**

From the implementation plan outlined above, it is clear that we will have to deal with our programmes in an integrated manner. We should not lose sight of the role that these programmes play, not just in the development of South Africa, but also in the contribution made towards the development of the region and the African continent as a whole.

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**Non-negotiables for a New Public Servant**

*By Randal Howard, DPSA.*

The Constitution of the Republic of South Africa sets out the founding provisions of a democratic state founded on the values of human dignity, achievement of equality and the advancement of human rights and freedoms; non-racialism and non-sexism; supremacy of the Constitution and the rule of law; and universal adult suffrage. In all of this, the style of government must reflect accountability, responsiveness and openness.

To ensure this, public administration takes as its point of departure certain basic values and principles. It is governed by the democratic values and principles that are enshrined in the Constitution. These values are the following:

- A high standard of professional ethics;
- Efficient, economic and effective use of resources;
• a developmental orientation;
• impartial, fair, equitable and none-biased service delivery;
• responsiveness to the needs of the people … encouraging the public to participate in policy making;
• accountability;
• transparency… providing the public with timely, accessible and accurate information;
• cultivation of good human resources (HR) management … looking at career development and maximising human potential; and
• representative of the SA people … employment and personnel management practices based on ability, objectivity, fairness and the need to redress imbalances.

These principles and values must apply in all spheres of government, organs of state and public enterprises and must be promoted through national legislation.

Chapter 10 of the Public Service Act must be used to emphasise the existence of a public service within public administration. This Public Service must execute the lawful policies of the government of the day loyally. The Act must also be used to ensure that no employee is favoured or prejudiced against because of his/her support of a particular political party or cause.

Finally, the Public Service Act must be used as an important reference to complement the foundation laid by the Constitution in determining the non-negotiables.

The Non-negotiables for the New Public Servant

The non-negotiables begin with accepting and committing to the basic values and principles governing public administration in Chapter 10 of the Constitution. In addition, the nine values and principles outlined above should constitute the basis of a “Batho Pele Code” that should be included in the orientation and induction of all public servants. Public servants should, therefore, “serve the people” based on values and principles and live by “a high standard of professional ethics”, as captured in section 195, subsection 1(a) of the Constitution. Keywords are:

• Integrity = credibility
• Honesty = incorruptible
• Dedication = hard working
• Passion = love
• Commitment = belief
• Distinction = the extra mile
• Quality = satisfaction
I would also argue that loyalty to the government of the day should be a requirement. The ideal of employing public servants regardless of their political affiliation or cause is a noble constitutional principle to draw the best skills, but, I would think, in some instances risky to effect.

Government, as the employer representing the objectives of the developmental state, has an important responsibility to create a conducive, morale-boosting workplace environment in the context of values (h) and (i). As such, it should set national norms and standards for decent work conditions, fair benefits and living wages. In so doing, it would attract and retain a motivated work corps.

Furthermore, in pursuit of redressing the imbalances of the past, Government should focus on an aggressive investment of infrastructure and resources in, among others, education and health facilities and police services in poor communities. These, particularly, remain in a dysfunctional state in many provinces. Yet, workers are expected to deliver under such circumstances. Senior managers would do well to become more responsive to the needs of workers on the ground and their trade unions and to address the need to make a “conducive, morale-boosting environment” a reality.

Trade unions remain an important strategic partner of Government to drive the process of improved, qualitative delivery among public servants and must be viewed as such at all levels. The leadership of trade unions has to provide leadership by buying into a process that shapes the Batho Pele Code and high ethical standards expected from their members. It is time that the trade unions come out clearly and articulate what is unacceptable conduct on the part of their members. This will assist government at all levels in advancing the objectives of a caring, responsive, interventionist and developmental state through “people-first, people-centered, people-driven delivery” by activist-orientated public servants. Trade unions would not want to be associated with a continued failed process of delivery that has at its centre its own members once the \textit{quid pro quo} (something for something/requirement for mutual consideration) concept is in place.
The partnership between Government as the employer and trade unions must be consolidated through such an engagement, given the shared understanding that the parties reached at Birchwood.

**Conclusion**

Never again do we want to see a citizen of our country committing suicide because he was told he could not get an ID book. Never again do we want to see a citizen with a toy gun holding staff hostage because he was unable to get an ID book after a struggle of two years. We also do not want to see citizens leaving government facilities in anger and frustration after a long wait in a long queue only to get to the glass window or desk and meet a public servant who projects an attitude of “I don’t like the fact that you are standing in front of me in the first place, let alone that I have to provide you with a quality service that you do not deserve” – to me, this would take us back to my view of the apartheid public servant, namely an uncaring, unresponsive and disrespectful individual who regarded citizens as nuisances.

Subject to fair procedures being applied, public servants who willfully act in ways that undermine the above values and principles should be flushed out of the system never to be seen again. Being an action-orientated, loyal, honest, committed, passionate and dedicated public servant requires an ethos of committing oneself to the cause as an agent of change, i.e. of serving the people to bring about real change in their lives and of being driven by the satisfaction derived from that.

The first task to be considered would be the translation of the founding values and principles contained in relevant chapters of the Constitution into the proposed Batho Pele Code (BPC). The second task would be to consider the “high-standards-of-ethics” ingredients to be included in such a BPC. The end product of such activities could be referred to as the BPC of Ethics for all Public Servants.

President Zuma’s ANC-led administration has set the bar very high and has reassured particularly citizens from poor communities that service delivery would not be compromised and that there would be accountability, transparency, caring and responsiveness on the part of government at all levels; furthermore, that lazy, incompetent and corrupt officials would no longer be tolerated. We must, therefore, have public servants who are equal to the task and willing to serve the people in a manner that gives practical expression to the values and principles of the new democratic order led by the ANC government and its alliance partners. There must be a clear understanding that the poor and destitute in our society must be the priority issue over the next five years and beyond if the founding provisions of our Constitution, namely “human dignity, the achievement of equality and the advancement of human rights and freedoms” are to ring true.
I do not think it is necessary to define leadership to the readers of this magazine. I will state bluntly that I intend talking about leaders, not managers. I hope the reader appreciates the difference between these two. I admit that we recognise such things as ‘managerial leaders’ and I will mention their roles and responsibilities. But mostly, I want to discuss ‘political leadership’ and ‘political leaders’, because that is where effectiveness is needed in our complex and changing world.

Background

Over the last 200 years, politics and policy in America have changed considerably. While scholars disagree about the nature and course of the changes, it is clear that the scope and content of American public policy have shifted on a regular basis through much of the nation’s history.

In the past century, politics and policy in America moved from the progressive eras of the early 1900s when government was better led by engineers who were non-corruptable and who could bring efficiency to government, to the New Deal politics of the 1930s when the better leaders were concerned with social welfare and effectiveness, to the 1960s when civil and human rights demanded equitable leadership, to the conservative era of the 1980s when leadership was considered best if it were not government related.

As the United States move into the 21st Century, we are faced with more change. The relevant questions for our leaders today are – what values should government pursue? Should government act? What actions should government take? Which level of government should govern?

I suspect you have the same questions here in South Africa.

In any event, I hope that we all agree that these are questions for political leaders to answer. Until politicians display effective leadership, professional managers and administrators cannot be effective. Political leaders have the ultimate power. If they persist in hiring, promoting and rewarding the least competent employees, then government will not be able to meet the complex challenges of the new world.

Obama and leadership

The Democratic Party selected a new person to lead the party and to be the Party’s nominee for president of the United States. That nominee was Barack Obama, who ultimately became the President of the USA. When he campaigned he spoke about ‘change’. He felt that government should have a different set of values. He believed that our complex and changing world required values of debate and negotiation rather than war internationally. He also believed that changes should occur within our country nationally – that government policies should foster a relationship where all citizens are treated equally.

In case some of you do not know, Obama is a black American. There are many whites in our country who suggested that he could not be a good political leader because he would champion only the causes of black people. There were also many black people in our country who suggested that he was not black enough – that his mother was white and that he had not suffered as other blacks.

I must tell you how he responded to the last criticism, because I feel that response can also apply to you here in South Africa.
Obama said that black nationalism’s affirming message of solidarity and self-reliance, discipline and communal responsibility need not depend on hatred of whites any more than it depends on whites hating us.

He said that many blacks feel that whites are so heartless and devious that we can no longer expect anything from them. Obama said that black politics that activated rage toward whites was, generally, politics inadequate to the task of elevating race loyalty and expectations. He said that the progress of displacement, of engaging in criticism while removing ourselves from the object of criticism is not getting the job done that is now entrusted to us.

**Leadership in the globalising world**

A process of nation building is taking place all over the world. Communist countries are becoming democratic. Monarchies are inviting non-royalty to participate in governance. Underdeveloped countries are becoming developed with the help of minerals and natural resources that the world needs. Information technology has hastened the process of obtaining data required for comprehensive decision making. Engineering innovations allow production of hard goods to occur any place in the world, regardless of where the end user is located.

A summary statement, therefore, is that ‘globalization’ requires leadership skills that are global. That is why we need ‘effective political leaders’. It is the political leaders who will set the vision, the mission and the goals. It is the political leaders who must ensure that resources are available.

And, most importantly, it is the political leaders who will obstruct managerial innovation and progress by adopting bad policies. Effective political leadership must be present to enable trained, professional administrators and managers to implement progressive policies.

That said, the need for managerial leaders remains. They have the same responsibility. The difference is that managers must use the traits to get an identified programme or project completed.

I define leadership as the ability to think outside the box, to be able to conceptualise solutions to complex problems, to be able to communicate with followers on a even level, to be able to inspire, motivate and ‘sell’ the solutions.

**The rational process**

There is a rational process for all leaders who must relate to the public and to public employees. One does not relate by giving orders and handing out punishment when one is disobeyed. The following is the rational process:

1. Analyse the situation – a leader works directly on agreement on specific policies and programmes, not toward agreement on abstract goals.
2. Identify the goal to be achieved.
3. Participate in the design of courses of action.
4. Participate in identifying the consequences.
5. Assess the action taken (the work) in terms of both ends and means.

The rational model suggests that political leaders must know society’s preferences, know the policy alternatives to what can be done, know the consequence of each policy alternative, that they must calculate the ration of success to sacrificed societal values for each policy alternative, and that they must, ultimately, select the most effective policy alternative, which would most likely also be the most efficient one.

**Conclusion**

This discussion brings us back to the original position of pursuing effective public sector leadership. Four questions prevail:

- **Should government act?** In America, we recently decided that government should act on terrorism, but maybe not on global warming and health care. Is that effective leadership?
- **What values should government pursue?** In America, we recently renewed values concerning the private sector, guaranteeing profits to business, with less focus on achieving equality and protecting the poor and disadvantaged – we eliminated affirmative action and welfare.
- **What actions should government take?** Should we police the world? Should we have budgets not balanced that require borrowing?
- **What level of government should govern?** There is often a blurring of lines between levels of government. There should not be a blurring of lines in leadership.

For effective leadership in a complex and changing world, we need effective political leaders and competent managerial leaders.
Poverty confronts the whole of Africa and Tanzania is no exception. However, before I discuss the Tanzanian experience, I want to attempt briefly to define poverty.

The definition of poverty depends on the environment and cultural context. Maxwell (1999) defines poverty as lack of access to social services. However, it is more correctly understood as the inability to participate in society economically, socially, culturally or politically. It is relative to the standard of living in a society at a specific time.

Due to the absence of official lines, some studies have used their own lines. For example, they use the ‘lower lines’, which denote the basic food needs based on a specific assumption about eating habits, nutritional requirements and cost; and ‘upper lines’, which, in addition to food requirements, cover other essential needs, such as clothing, housing, water and health.

A poverty line of one US$ per day in real terms has been used to facilitate comparison with other countries.
**Poverty situation in Tanzania**

Since independence, Tanzania has been preoccupied with three development problems − ignorance, disease and poverty. Despite the effort to tackle these economic and social problems, half of Tanzania’s citizens are considered to be poor. Poverty is rampant among 33.6% of the population. About 50 per cent of Tanzanians live in poor conditions, while 36 per cent live in absolute poverty. The GDP growth rate ranges from 5.5 to 6.7 per year.

The annual inflation rate ranged from 6 per cent in 2000 to 4.6 per cent in 2004. Currently, the inflation rate is 9.5 per cent. Income poverty is high. The population below the national food poverty line is 18.7 and those below the national basic needs poverty line is 35.7. The industry sector grew by 8.6 per cent in 2003 compared with 8 per cent in 2006. The unemployment rate stands at 2.3 million, which is equivalent to 13 per cent of the workforce. The country has a per capita income of 350 US$. Its external debt ratio was 14.4 per cent of the GDP in 2007.

**Previous strategies and policy for fighting poverty**

**Social policy, 1967 to 1985**

In 1967, Tanzania adopted a policy of socialism and self-reliance, which was promulgated in the Arusha Declaration. It put a major part of production under the state through nationalisations. A large part of the budget went towards the social sectors, since these were deemed capable of contributing to human development. Investments were made in basic social services such as education, health, water and sanitation.

Toward the end of the 1970s and in the early 1980s, Tanzania experienced a deep economic crisis with major economic variables out of balance. Inflation was high at about 30 per cent, there were budget and balance-of-payment deficits, wide-spread shortages of goods, the production capacity was underutilised and there was a shortage of foreign exchange to finance imported goods.

**Policy for Efficiency and Growth, 1986 to 1995**

In response to the economic crisis of the late 1970s and 1980s, Tanzania embarked on an economic recovery programme. This was supported by the IMF and the World Bank sponsored Structural Adjustment Programme in 1986. Under the Economic Recovery Programme of 1986 to 1989, Tanzania adopted stabilisation measures, macroeconomic policy reforms and a reform-in-exchange-rate regime. With enhanced external support, the decline of the economy was halted with output growth recovering to about four per cent.

**Current strategies for fighting poverty in Tanzania**

By mid 1990, it became apparent that adjustment stabilisation measures had resulted in erosion of the previous gains concerning social development in the country. To solve this, Tanzania started addressing poverty as a major policy concern. Tanzania reached its turning point after participating in the Social Summit in Copenhagen in 1995.

The government started implementing the International Declaration for Eradicating Poverty. It declared its commitment to eradicate poverty with 50 per cent by the year 2010 and 100 per cent by the year 2025.

In 2000, the Poverty Reduction Strategy Paper (PRSP) was launched. According to the paper, the finances for the poverty reduction programme were to be derived mainly from domestic sources, the central government budget and external funding mainly from the World Bank and IMF. The strategy is aimed at −

- reducing income poverty;
- improving human capabilities, survival and social well-being; and
- containing extreme vulnerability among the poor.

**National Strategy for Growth and Reduction of Poverty**

The National Strategy for Growth and Reduction of Poverty (NSGRP) is the second national organising framework after the PRSP. It is informed by the aspirations of Tanzania’s development vision for 2025, namely high and shared growth; high-quality livelihood; peace, stability and unity; good governance; high-quality education; and international competitiveness. It is committed to the Millennium Development Goals (MDGs) as the internationally agreed targets for the reduction of poverty, hunger, disease, illiteracy, environmental degradation and discrimination by 2015.

The NSGRP builds on the PRSP and is expected to stretch over five years from 2005 to 2010. The will conclude with the National Poverty Eradication Strategy 2010.
Major clusters of poverty reduction

Growth and reduction of income poverty

The reduction of poverty requires a sustained growth rate in GDP of at least 6 to 8 per cent per annum over the next decade. In this regard, the focus will be on scaling up investments to modernise small, medium and large-scale agriculture for increased productivity and profitability, and on the promotion of farm activities, including small and medium enterprises. It will also give particular attention to trade, services and marketing infrastructure, and the creation of an environment conducive to the attraction of private investment. In addition, fast-growing sectors like tourism and mining will be supported and safeguards devised to protect the environment from being unduly depleted by such activities.

Further focus areas are:

- Investment in human capabilities, such as provision of education, health and nutrition.
- Investment in physical capital with the focus on efficient and cost-effective provision of infrastructure for transport, power and ICT.
- Increased factory productivity.
- Private sector development.
- Attracting Foreign Direct Investment (FDI).
- Addressing geographical disparities.
- Equal and universal access to public services.

Improvement of quality of life and social well-being

This cluster addresses human capability, survival and well-being. A social protection framework is necessary to address vulnerability and make provision for social security, health insurance and specific vulnerable groups. It is an effective system to ensure universal access to quality and affordable public services. It seeks to ensure that there is increased access to clean, affordable and safe water, sanitation, decent shelter and a safe and sustainable environment, thereby reducing vulnerability from environmental risks. It also seeks to improve survival and health among, and the well-being of all children and women, especially those belonging to vulnerable groups.

Governance and accountability

This third cluster provides the basis for the first and second clusters. According to this cluster, good governance has to prevail for broad-based growth and improved quality of life and social well-being to take place. It centres on the issue of an economic structure for the use of public resources, financial information and natural resources. It also includes a management system, personal security, tolerance, inclusion and participation in decision making and ensures human rights, a functioning and fair justice system and war against corruption. It further seeks to improve personal and material security, reduce crime, and to eliminate sexual abuse and domestic violence. Lastly, it ensures that the rights of the poor and vulnerable groups are protected and promoted in the justice system.

Agricultural growth for poverty reduction

According to the 2025 vision, the modernisation of agriculture is expected to lead the transformation towards a semi-industrialised economy. Stimulating agriculture has a substantial multiplying effect through increased demands for consumer goods and services. The majority of the poor are also primarily engaged in agriculture.

As a result, an agriculture-focused growth strategy stands out to be the best option for sustainable growth and poverty reduction in Tanzania. The Government prepared an agriculture development strategy as an integral part of the economy. This has been implemented through the Agriculture Sector Development Programme (ASDP/DADP) since 2006/2007. The strategy has attracted investors to the agriculture sector and has been integrated with the Rural Development Strategy. The latter has several dimensions, such as attaining high-quality livelihood, creating enabling environments for the empowerment of people, attaining self-reliance and trade and international competitiveness. The main objective of this cluster is to diversify agriculture in rural areas.

Monitoring and evaluation in the fight against poverty

Monitoring the implementation of the NSGRP and evaluating the process will be dealt with through the Poverty Monitoring System (PMS), which was established in 2001. The Poverty
Monitoring Master Plan (PMMP) will serve as the mechanism for this in line with the NSGRP. The PMMP is intended to improve data collection and reporting and to align the indicator monitoring programme to fight poverty.

**Challenges**

The Tanzanian economy remains dependent on high measures of aid to the extent that a substantial percentage of the budget will continue to depend on PRSP donor support for the immediate future. The system does not provide adequate opportunity for participation, since critical voices were silenced, with top leaders of government and lending parties directing policies.

Policies are also influenced by external forces, especially dominant donors. Moreover, the target of a growth rate in the GDP of 6 to 8 per cent per annum for the period 2005 to 2010 will be a huge challenge.

**Conclusion**

Successful poverty eradication requires a focus on the three major issues, namely income poverty eradication, the well-being of society and corporate governance. Successful poverty eradication must be designed to fit the environment and cultural context of a society. Lastly, I would like to state that agriculture is one of the leading sectors in the poverty elevation process.
The concept, ‘leadership’, is defined differently by various scholars. However, these scholars agree that leadership is a useful social concept referring to the act of organising and directing activities of people who share common interests and common goals (Safari, 1996). According to Ford (1991), leadership is conceived as a process whereby one person influences others to strive toward the achievement of one common goal.

The qualities of effective leaders

Safari (1996) summarises the qualities of effective leaders. He states that they are honest. This gives them credibility, resulting in the trust and confidence of their people. Credible leaders foster greater pride in an organisation, a stronger spirit of cooperation and teamwork and more feelings of ownership and personal responsibility. He also points out that effective leaders do what they say they will do. They keep their promises and follow through on their commitments. They also make sure their actions are consistent with the wishes of the people they lead. They have a clear idea of what others value and what they can do. They believe in the inherent self-worth of others and admit their mistakes. They realise that attempting to hide a mistake is damaging and erodes credibility. They also create a trusting and open climate, and help others to be successful and to feel empowered.

They don’t push too much. They encourage members to do more, but know when it’s too much. They roll up their sleeves. They show the members they aren’t just the figureheads or decision makers. Members respect leaders more when they show willingness to work alongside them. Lastly, they avoid phrases that cause resentment, reluctance and resistance. For instance, instead of saying they must do something, effective leaders request or recommend that members do something.

In line with Safari’s qualities of effective leaders, Rush (1983:218) rightly remarks: “The good leader or manager is constantly looking for ways to help his people to make their jobs easier, more meaningful, more satisfying and more productive.”

Current Tanzanian environment

The present Tanzanian environment is complex and changes frequently. The critical challenge leaders face is to know how best to anticipate, plan for and adapt to these changes. The most important change occurring in Tanzania today, which is related to the complex and changing world, is globalisation.

Due to globalisation, Tanzania’s natural boundaries no longer protect local goods and services from international competition. These changes motivate Tanzanian leaders to facilitate the adherence to international quality standards. Enterprises and organisations in Tanzania need to benchmark themselves against world producers of goods and services (David, 2007).

Globalisation

The Tanzanian economy is open and liberalised to allow
world competition. This was brought about by a shift from centrally planned economic policies to investment and trade liberalisation policies. These policies are preconditions for external aid and technical assistance for most African countries. Consequently, foreign investors have taken advantage of the liberalised economy by flooding the local market with better quality and less expensive products and services.

The ‘unfair’ world trade practice concerning agricultural products exacerbates the plight of Tanzanian producers. For instance, developed countries such as the US provide domestic agricultural price support programmes to farmers. As a result of the respective Iringa and Musoma declarations concerning agriculture and education, Tanzanian leadership subsidised agriculture and education before accepting World Bank and IMF conditions. The leadership challenge is to develop a base from which to scrutinise all and reject some of the donor conditions! Nyerere (1984) correctly said that the World Bank and the IMF are not gods and therefore we must refute some of their conditions.

Under the auspices of the Joint Assistance Strategy with donors (JAST-2006), the Tanzanian government has now decided that all donor assistance and development activities should be planned in a participatory manner and implemented and monitored using existing government structures and systems. The expected output of this approach is the building of the capacity of beneficiaries to plan and implement activities themselves, know the opportunities and obstacles relevant to development and thus ensure sustainability and ownership of development processes. The challenge of JAST is to align and compromise the interests of the donors with the priorities of the government.

Poor performance of national economy

Some of the economic problems local Tanzanian companies face include high input costs, in particular electricity and telecommunication costs, low productivity (leading to relatively high labour costs), high interest rates, short repayment periods and small, non-viable national markets. Regional cooperation attempts such as the East African Community (EAC) and South African Development Community (SADC) have not yet realised their full potential.

Poor physical infrastructure has also contributed to the poor performance of the national economy. In addition, volatile and unpredictable national foreign exchange rates make international business planning particularly difficult. The first-phase leadership of Mwalimu Nyerere supported, as does the current leadership of Kikwete, regional economic blocks as a way of synergising our uniqueness and improve our collective bargaining on the world market stage.

Business environment

Economic liberalisation has brought about stiff competition between multi-national companies and local companies, which are ill-equipped to respond. Local Tanzanian companies are at a comparative disadvantage because of their inefficient productivity and use of inefficient technologies. Better quality and less expensive substitute products are either produced by the foreign companies in the country, or they are brought in from abroad.

Local companies have to compete with foreign-owned companies to procure raw material and other input from global companies that have better access to information and are better equipped to negotiate more favourable terms of supply. The other serious problem is the influx of second-hand, substandard and counterfeit products. The Tanzanian government deals with these issues by way of fair trade commission. However, the leadership challenge in this respect is to set up certain limits so that foreign companies operate in a win-win situation, and to enforce relevant laws and bylaws.

Technological advancement

Technology is changing on a daily basis. As such, local Tanzanian businesses are unable to cope. This is partly due to insufficient knowledge and skills concerning complex, modern technologies that encompass new computer applications for the processing of transactions, production, telecommunication and internet connectivity.

In this case, Tanzanian universities have established a Computer Science degree to curb the gap. Other training institutions are also adjusting their training curricula to accommodate technological advancements. The leadership challenge is not only to promote technological programmes, but also to promote the use of agricultural technologies to reduce the dependence on hand implements; to improve production and productivity; and to ensure markets and agricultural profits for Tanzanian farmers who comprise 80 per cent of the population and live mostly in rural areas.

Political environment

In some African countries there is uncertainty about political situations, especially after elections. These countries are
characterised by insecurity, high crime levels and corruption. The Tanzanian political situation, on the other hand, is very stable. The credit for this stability can be ascribed to the strong and focused leadership of government institutions and enterprises. All along, government leadership promoted Kiswahili, which creates a favourable environment for diversified Tanzanians to intermingle harmoniously. Intermarriages among Tanzanian tribes have also really cemented the stability being enjoyed today.

Just to give you a brief vignette on the executive leadership. Tanzania has a three-tier leadership, namely central government, the local government authority and political parties. At national level, we have ministries managed by ministers and permanent secretaries and at regional level, regional commissioners and regional secretaries. At district level, we have district commissioners and executive directors, while divisional secretaries comprise the leadership at division level, the last level of the central government system. At ward level we have a ward counselor and ward executive officer, while a village chairman and village executive officer man the village government at grassroots level.

**Practical leadership challenges in Tanzania**

Poor performance by government parastatals resulted from poor leadership and lack of commitment. In the past, many public enterprises were prone to favouritism, either on the basis of kinship, and/or ethnic background. Some of them were appointed corruptly. The government has taken some steps to remove these anomalies by introducing employment policies that stress recruitment on the basis of qualifications and work experience. Fortunately, government leadership is also fighting corruption in Tanzania rigorously through the PCCB and other checks-and-balances systems. As a result, four ministers, including a prime minister, have resigned recently.

There is sometimes a belief that leaders in the private sector perform better than those in the public sector in Tanzania. One of the reasons being put forward for this is the fact that private sector leaders are more empowered in terms of authority to decide strategic issues than their counterparts in the public sector. They also tend to be better remunerated and have better access to required facilities, while their performance is evaluated using specific measures, unlike that of their counterparts in the public sector. For these reasons they tend to be more motivated.

**Conclusion based on effective leadership and challenges**

Communicate clearly and routinely. Lay out your company goals and principles in a mission statement and keep sharing your vision with your employees. Involve employees in setting objectives. Give them feedback on how they are progressing toward meeting those targets. Give your people authority and hold them accountable, but don’t go after them personally when things go wrong. First find out whether it is not the process that is at fault. Be accountable yourself. Install an advisory board or executive team to help you make good strategic decisions and give you feedback on your own performance. Be trustworthy and extend trust to your employees. That will help you earn their loyalty and strengthen your company.

In conclusion, the challenges Tanzanian leaders are facing in the complex and changing world are the following:

- Coping with the speed of changes taking place in the political, social, economic and technological environment
- Overcoming resistance to change, which is inevitable;
- Institutionalising good governance and eradicating corruption;
- Institutionalising an effective performance management system (OPRAS); and
- Institutionalising strategic thinking among public and private sector leaders.

**References**


Community Police Forums in the Free State

Commissioner TA Mashigo of the Free State SAPS provides insight on how the Police Services in the Free State have joined forces with the community in combating crime.

Community Policing Forums (CPF) were made part of the South African Police Service (SAPS) through Chapter 7 of the SAPS Act, Act No. 68 of 1995; Section V in the White Paper on Safety and Security; and the Framework on Community Policing Policy of the Department of Safety and Security. In addition to this, the 52nd ANC Conference in Polokwane resolved that community policing was the best policing model, that police stations had to become centres of mass mobilisation against crime, and that the ANC Alliance had to encourage its members and communities to participate in CPFs.

The role of the CPFs is to:

- establish and maintain partnerships between communities and the Service;
- promote communication between the Service and communities;
- promote cooperation between the Service and communities in fulfilling the needs of communities regarding policing;
- improve the rendering of police services to communities at national, provincial and local levels;
- improve transparency and accountability within the Service; and
- promote joint problem identification and problem solving by the Service and communities.

CPF in the Free State are striving for the highest levels of representivity and include representatives of youth groups, political groups, taxi associations, business associations, farmer associations, churches, sport clubs, schools, community members who are not part of specific organisations, SAPS management and specialised units of the SAPS.

There are 109 police stations in the Free State and all of them have established CPFs. All these CPFs are functional and meetings are conducted regularly at station, cluster and provincial level. Not only the community policing officials, but also the management of stations attend such meetings. Even Provincial Crime Prevention attends station and cluster CPF meetings, while the minutes of meetings are also forwarded to Provincial Social Crime Prevention.

CPF are the main driver to conduct or coordinate imbizos and community meetings with the SAPS, and through CPFs, crime information and trends are shared with communities. CPFs also assist in encouraging communities to provide information to the SAPS.
CPF chairpersons attend special Social Crime Community Forum meetings at police stations with the aim of assisting in identifying hot-spot areas and communicating them to communities. They are also involved in projects in their areas to target priority crimes and participate in community patrols. In addition, they support crime prevention by participating in awareness campaigns informing communities of their rights. As such, pro-active partnerships are established at police stations to deal with contact and property crimes. In total, 441 volunteers from CPF structures render support with victim empowerment.

There are several projects involving CPFs in the province.

- The first of these is the *Children Living in Poverty Project* in Makwane. Through this project, children in distress are identified and provided with food, clothing, blankets, and so on. The project also involves arranging activities for children to keep them busy. As such, the project assists in preventing children from committing crime and in getting crime information from street children.

- The second project I would like to mention is the *Vegetable Garden Project* located in Koppies. It is a poverty alleviation project identified by the CPF and the SAPS to assist the community. Through this project, the CPF and the SAPS assist the community in growing vegetables on identified land. Other stakeholders are also involved in this project namely the Departments of Social Development and Agriculture and the local municipality.

- The third project is the *Drugs Free Youth and Safer Schools Project* in Thabong. It involves awareness campaigns on drugs conducted at schools. Schools where gangsterism and drugs were rife were identified and various role players were approached to become involved in the project. Workshops with children were conducted at the identified schools, which promoted a decrease in incidents of gangsterism in the area.

- The fourth project I would like to mention here is the *Community Patrollers Project* in Phuthaditjhaba that involved the CPF with taxi associations and business. Through the project, windbreakers and cellphones were purchased for use by patrollers to combat crime.

CPFs are also involved in national projects such as Youth Month, Women’s Month, the Sixteen Days of Activism Against Women Abuse, National Police Day and Community Safety Month.

**Conclusion**

During recent *imbizos on Business Unusual* at police stations in the Free State, it emerged that communities wanted to be more involved in crime prevention. It was decided that CPFs would coordinate more interaction between the SAPS and communities. On their part, CPFs indicated that they would enhance their role as the link between the SAPS and communities.
It is important to remind ourselves that the results of the research of the Poverty Inequality Report (1997) and the Participatory Poverty Assessment (1998) into poverty levels in South Africa were some of the factors that motivated the conceptualisation of the Community Development Workers Programme (CDWP). These showed that 70% of the poorest members of our population could not access programmes and other government services that have the potential of socio-economic benefits that could improve their standard of living. The presidential Imbizo programme further confirmed that a gap was evident between government service provision and access to service delivery by poor and disadvantaged communities. The CDWP was therefore introduced in 2003 as an intervention strategy to respond to the identified gaps.

**Programme objectives**

The introduction of the CDWP was guided by Cabinet Memorandum of 19 November 2003, which outlined the specific objectives of the Programme, namely to:

- improve the dissemination of information to the poor about benefits and services that all citizens are entitled to;
- assist the poor in accessing and benefiting from the services that could improve their lives materially; and
- provide an interface/bridge between municipalities and communities to enhance existing local government structures to improve the level of participation between communities and the Integrated Development Plans, Urban Renewal Projects and Integrated Sustainable Rural Development Programmes.

The Community Development Workers (CDWs) policy was therefore to be a tool to accelerate the implementation of the commitment President Zuma made during his presidential inauguration speech on 9 May 2009 when he assured the country and international community that for as long as there were South Africans who were dying from preventable disease; for as long as there were workers who struggled to feed their families and who battled to find work; for as long as there were
communities without clean water, decent shelter or proper sanitation, government 
would not rest and dared not falter in its drive to eradicate poverty. I sincerely thank 
everybody who contributed to the speedy response to President Zuma’s urgent call 
at the last Cabinet Lekgotla that the CDWP should be intensified to speed up service 
delivery to the people of South Africa, more especially in disadvantaged 
communities. The CDW policy is central to the intensification of the programme.

In his 2009 maiden State of the Nation Address, President Zuma re-affirmed 
Government’s commitment to the vision of an inclusive society, a South Africa that 
belongs to all, a nation united in its diversity, a people working together for the 
greater good of all. The Minister for Public Service and Administration, the 
Honourable Richard Baloyi, also confirmed in his 2009 Budget Vote that CDWs 
have lived up to what is expected of them as foot soldiers of service delivery. He also 
acknowledged the vulnerability of the Programme and indicated that, in partnership 
with the Department of Cooperative Governance and Traditional Affairs, the 
Department of Public Service and Administration (DPSA) was working on a turn-
around plan to address this challenge.

In building on achievements of Government since 1994, a comprehensive Medium-
term Strategic Framework (MTSF) (2009–2014) has been developed. The current 
MTSF is rooted in the revitalisation and renewal of Government in terms of how it 
goes about its tasks and how it encourages and values citizen involvement in 
development. Its central objective is to set the country on a higher and sustainable 
growth trajectory by the end of 2014, with an expanded and more diversified 
economic base, with unemployment and poverty being halved and with greater 
equity and social cohesion.

### The Strategic Priorities of Government

In its endeavour to advance and realise this objective, Government, under the 
leadership of comrade Zuma, has identified the following strategic priorities 
for the next five years:

- Speed up economic growth and transform the economy to create decent 
  work and sustainable livelihoods.
- Implement a massive programme to build economic and social 
  infrastructure.
- Develop a comprehensive rural development strategy linked to land and 
  agrarian reform and food security.
- Strengthen the skills and human resources base.
- Improve the health profile of society.
- Intensify the fight against crime and corruption.
- Build cohesive, caring and sustainable communities.
- Pursue regional development, African advancement and enhanced 
  international cooperation.
- Implement sustainable resource management and land use.
- Build a developmental state, including improvement of public services and 
  the strengthening of democratic institutions.
Central to the CDWP is priority number ten, which aims to strengthen the capacity of the state further to enable it to improve delivery and quality public services. In this regard, the focus is to give effect to the policy decision on a Single Public Service (SPS) as part of a strategy to improve service delivery, including the roll-out of integrated, multi-sphere service delivery centres (*Thusong* Centres). It also seeks to build partnerships with society for equitable development and to strengthen democratic institutions. This particular objective will be achieved by consolidating and expanding the CDWP to make Government more accountable to the people and to promote a culture of transparent, honest and compassionate public service.

The current service delivery protests are, among other things, an indication that more work still has to be done to bridge the gap between communities and Government in terms of access to services. It is evident that lack of communication between communities and Government on service delivery issues can result in unnecessary destruction of property and loss of lives. The revitalisation of the CDWP is critical in this regard.

It is important to note, among others, the following achievements of the Programme since its inception. To date, over 3 000 CDWs have been employed and are deployed in 3 900 wards across nine provinces. A national master plan was also developed in 2008 to guide the work of CDWs and define their terrain within Government, as well as whom they should collaborate with on a daily basis. A *Handbook for Community Development Workers* has also been developed to guide CDWs and stakeholders concerning the Programme.

However, it is important to note that, despite the availability of these guiding frameworks, the need for a comprehensive policy has been identified because of inconsistencies in the interpretation of the frameworks and their recommendations, as well as the fact that these guiding frameworks are not binding to national, provincial and local stakeholders of the Programme.

We are consolidating the draft CDW policy framework that will, among other things, promote a high standard of professionalism among CDWs and those involved in the Programme. The policy will also promote a development-orientated public service that will compel public servants to visit households to unblock obstacles to effective service delivery.

I wish to conclude by encouraging public servants and CDWs to continuously remember President Zuma’s caution in his presidential inauguration speech that “to achieve all our goals, we must hold ourselves to the highest standards of service, probity and integrity. Together we must build a society that prizes excellence and rewards effort, which shuns laziness and incompetence.”
Nearly 350 people gathered in Johannesburg, Gauteng, late last year to ponder the future of Government’s Community Development Workers (CDWs) Programme. Initiated about six years ago, the Programme introduced CDWs as a new layer of public servants as part of a multi-pronged strategy intended to bring Government closer to the people and thus facilitating access to services.

The ranks of the ‘public servants of a special type’, as they are commonly called, have swelled in numbers over the years, growing from the initial intake of about 495 in 2004 to an estimated 3 146 CDWs nationally in 2009. Their work scope covers most of the estimated 3 895 municipal wards.

While CDWs individually and collectively continue to make an impact befitting their mandate, the Programme continues to be bogged-down by myriad teething challenges. Among others, these include the matter of the Programme’s location in the three-sphere government system, which has a bearing on matters of accountability and access to resources.

It was with the above factors in mind that the immediate purpose of the November 2009 CDW Summit was to reflect honestly on CDWs and to come up with resolutions for the development of a CDW policy framework. More than 90 CDW representatives from different parts of South Africa attended the Summit. The delegates were mandated from provincial summits that preceded the national event.

In his keynote address, the Deputy Minister of Public Service and Administration, Mr Roy Padayachie, whose Department is responsible for the training and regulatory support of CDWs, commended the high political support that the CDW Programme continued to enjoy. Deputy Minister Padayachie pointed out that a number of provincial premiers and MECs,
mayors, speakers, councillors and HoDs participated in the deliberations at the nine provincial summits held during the six months preceding the national event. That was demonstrative of the enthusiasm towards the Programme and what it could do. The Deputy Minister further emphasised the basic principles behind the development of a new cadre of public servant as one that “comes from the people and lives among the people” and “understands the nuances at the community level” for purposes of facilitating access to government services.

In the introspective or interrogative spirit that characterised the Summit, Deputy Minister Padayachie highlighted some of the more problematic issues inherent in the CDW Programme, wondering whether the oft-called “foot soldiers of line departments” do indeed have meaningful and successful relationships with their mother departments, provinces and municipalities. In addition, the Deputy Minister referred to other matters concerning the progress of the Programme, which included the need to engender respect for and appreciation of the work of CDWs among their public service colleagues, the need to mitigate against the abuse of CDWs for political, personal and other reasons and the need to clarify the roles of councillors and those of CDWs.

Deputy Minister Padayachie concluded with a call to summit participants to address the weaknesses of the Programme in their deliberations and policy declarations, which would in turn result into “what delegates see or feel should be the way forward”.

Deputy Minister of Cooperative Governance and Traditional Affairs (CoGTA), Mr Yunus Carrim, outlined his Department’s new vision and strategic plan for restructuring local government for improved service delivery. CoGTA is, alongside the Department of Public Service and Administration (DPSA), co-responsible for the CDWs, with the former focusing particularly on the operational aspects of the Programme. The CoGTA Deputy Minister stressed the relationship between a developmental state and strong planning and coordination functions where “public participation is a non-negotiable” requirement.

According to Deputy Minister Carrim, the new local government vision and strategy envisage ward committees as being at the centre of local governance and CDWs as playing support functions in the estimated 3,895 wards countrywide.

In emphasising the importance of public participation, Deputy Minister Carrim argued that closer examination of the nature and content of recent service protests reveals that such protests often take place in performing municipalities, adding that these actions should rather be called ‘community protests’, since they often focus on matters like corruption, lack of public consultation and participation, and not service delivery per se.

Statements from the nine provinces echoed the concerns raised by key Summit speakers and presenters. The varying conditions and phases of implementation of the CDW Programme in the provinces were also highlighted. The social and economic conditions of the communities where they work determine the content and nature of the day-to-day work of CDWs, who are all employed as Level 6 public servants, save district coordinators who are at Level 9. However, the most common areas of intervention appeared to be assisting communities in accessing social security services such as the various grants and, in a few instances, local economic development initiatives.

The last and certainly the most critical part of the Summit proceedings was the Draft Policy Framework, followed by commission discussions that came up with a number of amendments in policy areas covering the –

• objectives and purpose of the Programme;
• institutional responsibility for the Programme;
• the accountability of civil society and Government, and political oversight; and
• training, development and career-pathing.

The more substantive and common amendments to the Draft Policy Framework concerned the following:

• The need to review CDW post levels.
• Concerns that communities may view CDWs as government informers.
• Matters pertaining to which of the two departments (DPSA or CoGTA) should be the lead and which the support department. Most commissions discussed this issue, and it was conceded that the DPSA should take the lead, with CoGTA providing support.

A Summit Declaration was adopted with the understanding that all substantive amendments would be incorporated into the final policy recommendations ensuing from the Summit and the consolidation of the Policy Framework for the CDW Programme.
The fathers of Grand Apartheid had something else in mind when they named one of the townships on the outskirts of Port Elizabeth in the Eastern Cape Kwa-Zakhele, which loosely translates as “the place of self-reliance or self-development”. The choice of the name was an uncanny way of sugar-coating the harsh blow of South Africa’s separate development policies. Under legislation such as the Group Areas Act, millions of black South Africans were herded away from the luxuriant expanses of what made up ‘white’ South Africa and dumped in crowded, impoverished and economically unviable homelands.

The ‘self–development’ of which the city planners of old spoke is very evident in the stark contrast between the port city and its surrounding townships. Situated about 10 kilometers north of the Port Elizabeth Nelson Mandela Bay metropolis, Kwa-Zakhele Township is virtually out of sight and out of mind of the bustle and roar of the coastal city’s economy.

Kwa-Zakhele shares a border with New Brighton, which traces its history to the 1800s and is one of the oldest black residential areas in the port region. Kwa-Zakhele was established in 1956 in the aftermath of forced removals from the racially mixed suburb called Korsten, in the manner of Sophiatown and District Six. The township shares a history of political and social activism with its counterparts elsewhere in South Africa and is located near Red Location Museum, which, much like the Apartheid Museum near Soweto, documents the region’s turbulent past.

Walking around the streets of Kwa-Zakhele feels as if time has stood still. House number 1347 Stofile Street, which ninety-three-year-old Esther Blaauw was relocated to in 1956, looks its original, grey self, save for an additional two rooms. Makhulu Blaauw shares the four-roomed dwelling with her twenty-eight-year-old granddaughter, Cikizwa Blaauw, and thirteen other people, including Cikizwa’s siblings and their children.

A third generation resident of Kwa-Zakhele Township, Cikizwa is the first of her immediate family to receive tertiary education. She completed a degree in public administration in 2005. This was soon afterward followed by further studies in sport administration and call-centre-operator courses. She has, nevertheless, been unable to secure employment. Officially, unemployment in the province rates at around 35%. However, in local areas such as Kwa-Zakhele Township the situation is even worse.

Educated, yet jobless, Cikizwa shifted her focus to community development issues.
“We were sitting here in the location doing nothing and yet we had an idea that we should assist young people in our community and give them the information that we have,” Cikizwa tells of her early volunteer work.

Cikizwa’s lucky break into the labour market came in 2007 when the provincial Department of Local Government and Traditional Affairs employed her as a Community Development Worker (CDW) after she completed a year-long learnership programme successfully. The CDW position is at level six in the public service remuneration hierarchy and roughly translates to a gross monthly income of R8 000. Although employed by the Department, she is located at local government level and shares a small office with a ward councilor in a grey community hall. Her day-to-day work varies, but generally mimics the symptoms of a community under severe social and economic stress.

Occupying the communication and access gap between the Public Service and the most vulnerable groups in the community, Cikizwa is a ‘fixer’ or facilitator. She straddles the grey area between government bureaucracy and the community. The cases Cikizwa handles reflect the demographic profile of the Kwa-Zakhele Township and range from facilitating access to social security grants and home affairs services such as birth and registration certificates, securing identity documents, to mediating payment of services between indigent households and the municipality.

Says the CDW: “With the background some of the individuals have, they lack the knowledge as to how to apply for grants or where to get assistance. And when I am doing door-to-door sessions I am able to have one-on-one sessions to ascertain the problems that the family may be facing and give them advice or refer them [to the relevant agencies].”

Cikizwa’s “interventions”, as she describes her work, have yielded results. These are a tabulation of resolved cases involving child-headed households, foster care grants and the establishment of an OT and Physiotherapy Clinic with the assistance of ward councilor, Mr T. Jacobs, which secured 100 wheelchairs for people with disability in 2008.

The work is not all smooth-sailing, she says, pointing to the long turnaround time between the referral of cases to government institutions and their resolution, which at times takes as long as two years. The CDW’s more long-term and sustainable interventions are in the area of small business development in line with the plans of the municipality for the redevelopment of Kwa-Zakhele.

Although in an early stage, one of the flagship urban renewal programmes of the Nelson Mandela Bay Municipality is the Njoli Square redevelopment initiative. While Kwa-Zakhele Township is the epicentre of the Njoli Square initiative, the multimillion rand project is expected to have a ripple effect on other underdeveloped residential areas in the port region, rejuvenating the public transport infrastructure, creating jobs and leaving decent human settlements in its wake. However, in the meantime, it is the day-to-day work of CDWs like Cikizwa that is the golden thread running through the needs of today and the prospects of tomorrow.
At the outset, the African National Congress (ANC) Health Plan developed in May 1994 stated that the major challenge facing South Africans was to design a comprehensive programme to redress social and economic injustices, eradicate poverty, reduce waste, increase efficiency and promote greater control by communities and individuals over all aspects of their lives.

According to the Plan, health for all South Africans would be secured mainly through the achievement of equitable social and economic development. The PHC approach would be the underlying philosophy for restructuring the health system, and central to the PHC approach would be full community participation in the planning, provision, control and monitoring of services. Mechanisms would be developed to ensure intersectoral activity between the health sector and other sectors responsible for providing clean water, sanitation and housing, which have as much an impact on health as the provision of health services.

Furthermore, a single, comprehensive, equitable and integrated National Health System (NHS) would be created and legislated, while a single governmental structure would coordinate all aspects of both public and private health care delivery with all existing departments integrated. The provision of health care would be coordinated among local, district, provincial and national authorities. A provincial health authority in each of the nine provinces would be responsible for coordinating the health system at those levels.

At central level, the National Health Authority (NHA) would be responsible for policy formulation and strategic planning, as well as the coordination of planning and the functioning of the overall health system in the country.


**Pillars of the Health Plan**

The ANC Health Plan envisaged a health system based on the following pillars:

- Equity;
- the right to health services;
- a primary health care (PHC) approach;
- a unified, national health system;
- proper coordination and decentralisation;
- health promotion;
- a patients’ rights charter; and
- a functional health information system.

**Background**

At the outset, the African National Congress (ANC) Health Plan developed in May 1994 stated that the major challenge facing South Africans was to design a comprehensive programme to redress social and economic injustices, eradicate poverty, reduce waste, increase efficiency and promote greater control by communities and individuals over all aspects of their lives.

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What happened since then?

Through astute political leadership, good policies consistent with the vision espoused in the ANC Health Plan have been developed in the public health sector, while implementation of these policies resulted in improved access to health services; equitable allocation of resources; and the laying of a solid foundation for the delivery of PHC services through the District Health System (DHS). The health sector adopted the Batho Pele principles and also developed its own Patients’ Rights and Patients’ Responsibilities Charter. The District Health Information System (DHIS) was established as the routine information system for South Africa and continuous efforts are being made to improve the comprehensiveness and quality of DHIS data.

Dr Segal, an external reviewer, reflected as follows on the progress made in the public health sector in the first five years of democracy: “... the public health system has been transformed from a fragmented, racially divided, hospital-centred service favouring the urban population to an integrated, comprehensive national service driven by the need to redress historical inequities and provide essential health care to disadvantaged people, especially in rural areas. The public health system can be proud of the structural transformation it has affected. Not all mindsets have been equally transformed but, with the new realities, those that are resistant will gradually come into line or their owners will pass out of the system.

“Practical progress has been made in putting flesh on the bones of this transformation. Hundreds of new clinics have been built or rehabilitated and health care has been made free at the point of delivery for pregnant women, young children and all who use the public PHC system. The access of poor people to essential health care has thereby been improved. Utilisation of PHC facilities has increased. More expectant women now attend antenatal care, they do so at an earlier stage of pregnancy and more of them go on to have assisted deliveries.

“Mass immunisation campaigns have greatly reduced the incidence of measles and put South Africa on the road to being certified free of poliomyelitis. The policy of PHC...
delivery through the district health system has been clearly formulated. Regional and district health offices have been set up around the country. Health districts have been demarcated and the district health system is beginning to function.”

Indeed, access to PHC services measured through headcounts, has almost doubled from 67 021 961 to 117 341 256 in 2008/2009 and a full package of PHC services is being delivered in most districts. A total of 14 hospitals have been constructed through the hospital revitalisation programme. Furthermore, there has been a significant increase in activity levels recorded at our district, regional and tertiary hospitals, especially between 2006 and 2008. This is a reflection of the trust the majority of South Africans are placing in the public health system.

Access to antiretroviral treatment for people living with HIV and AIDS has also been improved. By the end of April 2009, a cumulative total of 781 465 patients had been initiated on Antiretroviral Therapy (ART), compared with 483 084 in April 2008. This represents an increase of 38.2 per cent. Furthermore, a cumulative total of 62 558 children had been placed on ARV treatment by April 2009, which represents a 31.2 per cent increase from the 43 014 recorded in April 2009. A 29.5 per cent decrease in malaria cases was achieved between 2007/08 and 2008/09, which exceeded the 2008/09 target of 10 per cent. Furthermore, malaria cases decreased from 8 743 in 2007/08 to 6 167 in 2008/09. The case fatality rate deaths declined from 68 in 2007/08 to 40 deaths in 2008/09.

The 15-year review

The 15-year review of the public health sector undertaken by the Development Bank of South Africa (DBSA) in 2008 also began by acknowledging the achievements of the health sector, viz. –

- the dismantling of the apartheid health system;
- legislative reform and development of various pieces of progressive legislation;
- adoption of the DHS, resulting in the establishment of health districts and subdistricts;
- increased access to health services through the adoption of an essential PHC package of services, with norms for the provision of comprehensive PHC;
- removal of user fees for public PHC and all fees (including hospitals) for pregnant women, children under six years of age and people living with disabilities;
- expansion of physical infrastructure;
- the introduction of community service, scarce skills allowances, Community Health Care Workers and mid-level workers, mainly for the benefit of under-resourced rural areas;
• the introduction of strategic, programmatic initiatives for
the prevention and treatment of HIV and AIDS, TB, malaria, maternal and child illnesses and lifestyle diseases; and
• private health sector reforms to, *inter alia*, stabilise the
medical schemes environment and reduce the costs of
drugs to facilitate increased access.

**Challenges: poor management and leadership**

Despite the above achievements, there are several challenges
confronting the health sector. One of the most often cited
issues is the non-implementation of many of the great policies
that have been developed by Government. This is mostly
attributed to a lack of management capacity. While this would
certainly be true to a large extent, a deeper analysis of the
governance arrangements within the health sector reveals that
the causal factors are actually more deeply-rooted than that
and can be traced back to the governance and structural
arrangements in the public sector.

• Firstly, what our ANC-led government planned to do in
1994 presupposed many other things that, unfortunately,
did not take place. Subsidiary activities in the system
between national and provincial spheres of government,
and even between districts and provinces, did not happen
and systemic arrangements impacted on the coherence of
the vision and overall performance of the health system.

• Secondly, the National Health Council (NHC) established
in terms of the National Health Act of 2003 is an advisory
body rather than a health authority as envisaged in ANC
Plan of 1994. In terms of the Plan, the NHA was going to
allocate the health budget. Instead, fiscal federalism has
occurred and this function is now that of the provincial
treasuries.

• Thirdly, health is a concurrent function between national
and provincial health departments in terms of the
Constitution, while municipal health services are the
responsibility of municipalities.

External reviews of the performance of the health sector from
1994–2008 reflected in detail some of the weaknesses in the
system that could legitimately be attributed to management
capacity.

One of the key challenges Dr Segal identified in the 1999
review was low morale among health workers, especially
among nurses, due to excessive workloads and perceived
insufficient remuneration for work done. There was also a
perception that support from managers to health workers in
the periphery was lacking, resulting in nurses feeling
neglected. The review, furthermore, identified indiscipline
and absenteeism among workers, as well as a lack of
communication among levels within the health system, as key
challenges. Health workers informed Dr Segal that, before
1994, staff felt the pressure of the apartheid regime. However,
with democracy, anything was acceptable (*‘anything goes’*).
When applied, the disciplinary system was cumbersome and
proceedings very protracted. They further asserted that
*management could not manage and unions abused the new
labour laws*. Dr Segal recommended, among others, that:

• Disciplinary procedures be streamlined and made more
effective and timely, such that both employees and their
unions could respect them.

• Basic and post-basic training put more emphasis on the
interpersonal and ethical components of professional
behavior and provide nurses with better technical
qualifications for the work they were expected to do.

• Managers be trained to adopt a participatory and
facilitatory style of work, while remaining effective
managers.

• Difficulties under which nurses worked be acknowledged
openly and explicit mechanisms be put in place through
which nurses could express their problems and managers
act to address such problems.

• Trade Unions be involved in this process, both as
legitimate representatives of nurses’ interests and to
resolve any tendencies on the part of unions to resort to
restrictive practices and unreasonable demarcation
disputes.

Dr Segal concluded that the bottle was “half full”, referring
to the balance between the achievements of the public health
system and the challenges that still lay ahead.

Progress in implementing Dr Segal’s recommendations
appears to have been tardy. In 2008, the national Department
of Health appraised 27 health facilities with a view to
supporting the development of health facility improvement
plans to improve the quality of health services. Most of these
facilities were found to be performing well in diverse areas.
However, the management of absenteeism and disciplinary
controls; lack of human resources (HR) delegations and
medical waste management; patient waiting times; and
inadequate communication of best practices were found to be
some of the key management challenges.

The DBSA review conducted in 2008 conveyed serious
concerns that health outcomes in South Africa were bad; that
the incidence of TB was high; that our population had a heavy disease burden; that our people continued to live in conditions that challenge their health; and that our health care system produced varying outcomes across the country. The DBSA subsequently produced a useful set of recommendations, which became known as the health roadmap, and which formed the basis of the Ten-point Plan, which I shall return to later.

In terms of strengthening effectiveness at all levels of the health system, the DBSA recommended the decentralisation of operational functions to districts and public hospitals within the context of a clear, national policy framework; the development of a focus on policy-making, resource allocation and centralization of allocative efficiency decisions; strengthening dedicated capacity for critical functions; and a national consultation processes for policy areas.

The DBSA review was followed by the Lancet review series of August 2009. Most of the articles in this journal attributed the poor health outcomes and lack of progress concerning the health-related Millennium Development Goals (MDGs) to poor management and leadership.

We accepted the findings of these studies and committed the public health sector to working collaboratively with the scientific community, citizens and all other key stakeholders to improve on the identified areas of weakness. We are conscious that accepting the findings and recommendations of these external reviews and acknowledging the existence of challenges constitute only the first step. The real litmus test for the public health sector over the next five years will be the extent to which we are able to take decisive action to enhance the performance of the system and to improve health outcomes. A lot has also happened in the public sector in terms of strengthening management.

**Strengthening management**

In 2007, 120 out of 400 hospital Chief Executive Officers (CEOs) were enrolled in hospital management training programmes. We will double this figure over the next two years. A policy on clinic supervision has been adopted and implemented at most of our PHC facilities. All provinces are in the process of developing comprehensive provincial HR plans.

Looking ahead, the health sector has adopted a set of ten key priorities for 2009–2014. This is known as the *New Ten-point Plan*.

### Priorities of the New Ten-point Plan

- Provision of strategic leadership and creation of a social compact for better health outcomes.
- Implementation of a national health insurance plan.
- Improving the quality of services.
- Overhauling the health care system and improving its management.
- Improving HR management.
- Revitalisation of the physical infrastructure.
- Accelerated implementation of the HIV and AIDS Plan and reduction of mortality due to TB and associated diseases.
- Mass mobilisation for better health for the population.
- Review of the Drug Policy.
- Strengthening research and development.
Concerning the first priority, the Ministry of Health will assert greater stewardship over the PHS. The National Health Act of 2003 envisages a structured, uniform health system within the Republic of South Africa and seeks to unite various elements of the NHS in a common goal to promote and improve the NHS in the country actively. This legislation also stipulates that provincial plans must conform to national policy. Through the NHC, we will ensure that key policies and decisions agreed to in the public sector are implemented. We will monitor the performance of the health system at all levels closely and hold accountable those who are tasked with managing the health system.

The NHC will formulate policy and plan and coordinate the functioning of the overall health system as envisaged in the ANC Health Plan, the White Paper and the National Health Act of 2003. Health legislation will also be amended to provide the required authority to the Council to ensure that it endures. While policy formulation, priority setting and oversight will be retained at a central level, health districts and health institutions will be capacitated to ensure effective implementation.

These initiatives will be felt simultaneously in several areas. Over the next 12 months, the skills, competencies and qualifications of all CEOs of hospitals will be assessed by an independent service provider, focusing on areas identified by the leadership of the health sector. Based on the assessment results, CEOs will be sent for training, redeployed or relieved of their responsibilities. District managers will be provided with appropriate authority in formal, written delegations to ensure effective service delivery. These are at an advanced stage of development.

The National HR Plan is also being revised. An updated plan will be produced by the end of March 2010. This plan will outline steps for the implementation of norms and standards for HR and task shifting. Provincial health departments will also update their HR plans to include strategies for talent management, ensure high levels of performance and enforce discipline.

Financial management is another key area that is being addressed urgently. Only one of the nine provincial departments obtained an unqualified audit opinion from the Auditor-General in 2008/09. Chief Financial Officers (CFOs) are developing a turnaround plan for the improvement of financial management in the health sector.

Conclusion

Despite the issues confronting the health sector at present, there is no doubt in our minds that there are tens of thousands of health workers and managers throughout the country who are dedicated to improving health service delivery. As we begin to turn around the health system, their commitment to enhancing the health and social wellbeing of all South Africans will be paramount. Also, if leadership is indeed the ability to enable ordinary people to do extraordinary things in the face of adversity and to turn out superior performance constantly for the long-term benefit of all, … the NHC will provide leadership to all health workers.

We will succeed in converting the NHS into a well-oiled machine that meets the health needs and expectations of South Africans who depend on it. This transformed health system must steer the country towards the attainment of the health-related MDGs by 2015. Much more will be done to transform the PHS over the next five years than can be captured in this brief review.
The Need for Extraordinary Leadership in the Health Sector

By Masenyana Richard Baloyi, Minister of Public Service and Administration.

(Article adapted from a speech delivered at the Senior Management Services Conference in Durban, 9–11 September 2009.)

Throughout the world, communities face multiple challenges as they seek to build capacities that will enable them to develop and prosper. We know that adequate health services are a cornerstone for economic growth, human development and social security. We know that investing in health is the key to reducing maternal and child mortality, and to combating AIDS, malaria and tuberculosis and other communicable diseases. These are vital Millennium Development Goals (MDG’s) and prerequisites for the long-term development of all societies, including ours. We are now at the mid-point in the race to achieve these MDGs and we dare not and cannot fail our citizens.

The development of a coherent national and global leadership for health workforce solutions is pertinent for sustainable health solutions. However, global solutions from the United Nations are adapted to national best practices and domesticated according to our context. In this regard, the Department of Public Service and Administration (DPSA) has launched the Leadership Development and Management Strategic Framework for SMS in the Public Service, which was well received at a recent Commonwealth Association of Public Service and Administration Ministers (CAPAM) Conference in Malaysia. It is a generic framework that we expect will be implemented in the health sector as well. This Framework identifies core technical competencies for SMS, including clinic staff, because efficient management and improved performance within the health sector constitute a collaborative effort that both administrators and clinic staff must commit themselves to.

“...We must act and act urgently to attain faster and more effective change in the health sector ... adequate health services are a cornerstone for economic growth, human development and social security.”
Several research studies conducted between 2000 and 2006 identified leadership and performance deficiencies at SMS level in all sectors. Among others, these studies identified a high turnover of managers and professionals; a huge concentration of managers at national level; inadequate training and development; and performance not meeting expected standards. The recommendation was that a compulsory competency-based employment framework was needed, with greater interdepartmental mobility; improved training and development programmes; high standards of professional and ethical conduct; and development of a sustainable pool of potential SMS members. The agreed objectives of this framework include:

- Organisational performance management;
- management and administration of career incidents;
- development assessment centres; and
- training and development management.

The implementation of a leadership development and management strategic framework for SMS in the health sector must also be informed by a particular, health-specific context for us to contribute significantly to national best practice and global leadership and excellence in public health management.

Any health workforce crisis calls for extraordinary leadership at all levels of government, focused on solutions and driving results, to give visibility to all issues that hinder access to health workers across the nation and the globe. Far better coherence is required across sectors of government, such as between health; basic and higher education; social development; trade; finance; labour and local governments. Leaders representing all stakeholders must engage in open discussions to locate critical gaps, determine their causes and decide on approaches to realise solutions at national, regional and global levels. We must act and act urgently to attain faster and more effective change in the health sector.

President Zuma and Cabinet committed themselves to provide each and every citizen with access to a skilled and motivated health worker within a robust health system. This is a commitment that is particularly challenging, since it requires multiple interventions from human resources (HR) development, planning and management, as were identified correctly in the Ten-point Health Plan of the Ministry of Health. The Public Service must give effect to this noble plan by working collaboratively to identify gaps in leadership and management and remove barriers to ensure an effective national partnership with the Department of Health (DoH).

The ten-point plan identifies the need for good, enabling legislation and policy frameworks designed to promote the health workforce agenda locally, nationally, regionally and globally. The challenge of this Conference is to identify roles for all relevant public service departments in a movement for the development, implementation and evaluation of the comprehensive and costed Ten-point Health Plan. Such a movement will be led by the Minister of Health with the support of the Minister of Public Service and Administration (MPSA); other relevant ministers; and health workers, civil society and other stakeholders. It will specifically address health HR management development and strategies as the basis for a shared commitment to an agreed national effort, with both a mid-term and long-term perspective.

Any health workforce crisis calls for extraordinary leadership at all levels of government, focused on solutions and driving results, to give visibility to all issues that hinder access to health workers across the nation and the globe.
We as focused public service ministries, e.g. Higher Education and Science and Technology; civil society leaders of professional associations, trade unions, academic and research institutions; and the private sector, will have to examine the impact of all our programmes and how they can contribute to the professionalism of all health workers more successfully. We will have to present concrete steps towards solutions to critical gaps and imbalances as we seek to improve management and leadership in the health sector.

At programme and project level we need a developmental approach to HR development in all international health partnerships, global public-private health partnerships and funding arrangements with labour intensive and technical, skills-laden activities. International support projects must ensure the transfer of skills that will suit our local context. We acknowledge the contribution of UNAIDS and the World Bank, which are assisting our country with the "Know Your Epidemic, Know Your Response" studies to analyse the HIV and Aids epidemic and develop better policies, programmes and financial resource systems that impact on our health workers. Because these organisations assist health workers with the technical support required to conduct the studies, there is a significant transfer of skills to government officials and members of civil society. In future, this will enable them to both conduct these studies and make use of data generated closer to where it originated from. This is a good example of an on-the-job skills transfer project and we will watch with keen interest and assess the extent to which it left all sectors better skilled to conduct independent assessments in the future.

While we as the Public Service are increasingly active in developing and implementing effective conditions of service, policies, plans and programmes for health workers, adequate capacity to have country-specific, quality baseline data information and analysis to inform these plans will amplify our efforts. We must also analyse trends that deal with global policy issues that impact on the working conditions of health workers. The new Ministry for Performance, Monitoring and Evaluation, as well as the Planning Commission, will add to the much-needed critical strategic direction for public service organisations on health issues that will assist in determining the baseline data needed for healthy and functioning working environments. This will enhance a mix-mode and blended method for the provision of health services to our people.

There is a need for country and regional-level collaboration, especially South-South cooperation, among multilateral institutions; development partners; academia; private and public sector health practitioners; and civil society to develop capacity for health-specific HR policy and management. We will also have to facilitate improved access to innovation and to global knowledge networks for researchers from these countries. An example of such a partnership initiative is the one with Sir Richard Branson to establish a disease control centre in South Africa, which will be launched soon. The disease control hub will help fight diseases like HIV and Aids, TB and diabetes and manage other emerging health priorities in South Africa and regionally. This is an opportunity that South Africa will use to develop sub-regional and regional centres and networks of high academic quality.
and strong capacity to establish the data and evidence base; support policy-relevant analyses and research; and facilitate shared learning across borders. This will include the exchange of technical expertise among ministries of health.

As we as a country develop management and leadership for the health sector, we will also have to develop standardised indicators and strengthen statistical capacity; provide a better base for labour market analyses, policy development and health-specific HR management; and include robust monitoring and evaluation frameworks into the agreed ten-point plan, particularly the indicators for health-sector specific HR development and management. The MPSA is currently working on the development of a comprehensive monitoring and evaluation framework for HR and development in the Public Service. We hope that the DPSA and the DoH can work together on this project.

**Scaling up health worker education and training**

The massive amount of education and training required to achieve the necessary increase in HR development within the health sector will demand coordinated action and commitment from us. In addition to a significant increase in dedicated, long-term funding, new and innovative approaches to education and training are needed. The time is right for the Ministers of Health; Higher Education and Training; Public Service and Administration; and Labour to determine the full range and appropriate skills mix of health workers and clinic staff appropriate for our country along with academic and health training institutions. Our national efforts must be aligned with the international HR development framework for health, as guided by the Kampala Declaration launched in Uganda in 2008. To name but a few recent initiatives, which I am sure will be discussed by others later on in the programme of this Conference, we are encouraged by, for example, current efforts to increase HR in health through the Cuban programme of training medical doctors in Cuba, the recruitment of Algerian doctors, the training of the first cohort of mid-level health workers in South Africa and community health workers and others who will be added to the primary health care community through short-term jobs related to Public Works programmes.

Retaining skilled health workers in service delivery, management and support and distributing them equitably to ensure access to quality services for all are crucial. Both financial and non-financial incentives influence workers’ motivation, abilities and willingness to act productively and efficiently, and to remain in their jobs. The DPSA has just released the circular informing government departments about the need for the implementation of the *Employee Health and Wellness Strategic Framework* to address these challenges. I am informed reliably that the first steering committee to implement the Safety, Health, Environment, Risk and Quality Management (SHERQ) Policy of the DPSA has just met to develop a health-sector-specific plan to be implemented in the HR departments of Health, Correctional Services, Defence and Military Veterans.

The Ministry of Health, cooperating with academic institutions and the Public Service and Administration and Management Academy (PALAMA) will have to promote and support the development of a critical mass of effective senior managers at all levels in the public health sector who can implement well-designed, comprehensive and coherent retention strategies.

Concerning the development of leadership and management for health, it is important to emphasise the development of long-term healthy working relations and social dialogue between our public service administrators and our social partners active in the Public Service. The painful events of the 2009 OSD strikes within the health sector should not be repeated in the future. In this regard, I would like to pose this question – why do medical professional ethics not translate into workplace ethics within the health sector?

I shall have erred if I do not mention the global impact of migration patterns and the economic and market forces drawing skills away from our country. In this regard, there is a need to find ways of stabilising the health-specific HR market and improving retention to reduce the negative impact of the high mobility of health professionals. The compulsory community service policy has yielded positive outcomes and we have to share experiences with other professions.

**Conclusion**

In conclusion, SMS members are obliged to have the courage to take decisions that will fast track delivery, promote accountability and improve the lives of the poorest of the poor by implementing pro-poor policy choices. They must take an activist stance in ensuring the inculcation of a disciplined and professional public service cadre. It is important for every leader or manager within the Public Service to make it his or her responsibility to mentor a less-experienced official with the intention of promoting a professional and ethical culture for the effective delivery of public services.
The possibility of genuine peace and better understanding among nations has been a pursuit of the world for generations, often without success. Famous idealists, soldiers and statesmen have tried hard, but more often than not a lack of exceptional management and leadership gives rise to many failures in this regard. Examples are the tragic events in Northern Ireland until recently; conflict concerning the Basque separatists in Spain; the many racial wars we know of that, for example, resulted in the disintegration of Yugoslavia; the tragedy of the Vietnam war and so many other well-known wars in the countries of the blue diamond in Africa; and, indeed, the release from apartheid of the people of South Africa. There is also the terrible test to major powers and, indeed, the human race as a whole, as far as the struggle for identity and freedom in the Middle East is concerned.

The use of force

The latter, as well as the struggles in Afghanistan, Indonesia and the small micro states in the South Pacific are all too familiar to the Australian military forces. They, and other forces, including those of the main powers like the USA and associate countries like Canada, New Zealand and the UK, have pretty well been given the go-ahead indefinitely to use force of arms to resolve conflict. This is the reality while little attention is being paid to the development of an appropriate strategy for peace. There is too much emphasis on containment only rather than on an understanding of and rapport with the various aspects of diversity and change. This is too often an unsurmountable hurdle for the inexperienced and for volatile areas in underdeveloped countries, particularly in Africa and the Middle East. Especially we in Australia should not lose sight of this, since Australia is an important democracy with an understanding of diversity and change.

Australia: lacking in power but not in leadership skills

Australia simply does not have the capacity or power of Europe, America and a great society such as China. Some of the prospects for change we can offer to others are, therefore, limited. Nevertheless, as a federal (diverse) society, we have gifts that should be celebrated and explained to countries that need to turn away from violence. Australians are equipped to help such societies understand the benefits of resolving conflict primarily through the electoral process without violence or sabotaging opposing parties. In this regard, I would like to point out that there has never been a civil war in Australia. Neither do the Australian forces play a political role, unlike

Dr Stephen Kendall of the University of Canberra in Australia takes a stand for democratic governments rather than battlefields and highlights the importance of exceptional management and leadership skills in securing alternative ways of settling disputes.
in many conflict-ridden countries where the national armies, or even guerrilla groups, are relied on to provide leadership to vulnerable societies. Australian leadership programmes offer a valuable alternative to such mistaken and counter-productive approaches. The programmes are relevant to commerce, government, trade unions and even the forces and encourage opportunities and diversity. Therefore, they provide the right approach to the functioning of a robust public domain and the wider nature of democratic government that allows for solutions to be secured by way of open competition and the application of leadership skills, while living together in harmony. Armed occupation, like in the Middle East, should only be a temporary means to secure order so that peace can follow.

What should be done?

Military intervention should be criticised strongly on moral and humanitarian grounds, as seems to have happened concerning many critical aspects of the violence in the Middle East. Many nations will benefit from a reality check; they need to reconcile the ideals of personal conscience and tolerance (internal peace) and military control until democratic government can thrive where once there was a battlefield.

This indeed has already happened in the case of South Africa. So, it is achievable but it needs courage on the part of a government to bring men-at-arms and civilians back from the brink so that the immediate questions can revolve around governance and not loss of life and injustice.

A world-based series of meetings and initiatives are needed to bring forward the issue of peace, especially in the Middle East where too many young soldiers have already died as a result of unquestioning commitment to militarism. The possibilities for peace need to be explored in more depth and peace strategies must be part of the decision-making processes of world leaders so that any misunderstanding of particularly the world’s important religious faiths can be erased and the wonderful diversity of the many races celebrated.
The Department of Water Affairs (DWA), formerly known as the Department of Water Affairs and Forestry (DWAF), with assistance from the Danish International Development Agency (DANIDA), launched an Integrated Water Resources Management (IWRM) Project, which was rolled out in two phases. IWRM is a process that promotes the coordinated development and management of water, land and related resources to maximise the resultant economic and social benefits in an equitable manner, without compromising the sustainability of vital ecosystems (Global Water Partnership, 2000).

IWRM is a philosophy and a process, as well as an implementation strategy to achieve equitable access to, and sustainable use of water resources by all stakeholders in catchment areas at regional, national and international level, while maintaining the characteristics and integrity of water resources on the catchment scale within agreed-upon limits.

In the past, water resources management was typically fragmented in its approach. IWRM, therefore, seeks integration in two basic categories:

- the natural system, which is of critical importance concerning resource availability and quality; and
- the human system, which determines the utilisation of the resource, waste production and the pollution of the resource, while setting priorities for development.

Integration had to take place – both within and between these categories.

The cross-sectoral integration between the water utilisation subsectors, as well as the role that IWRM plays in their linkage, are illustrated in the diagram below (adapted from the GWP Comb, 2000).
IWRM Project Phase I

The first phase, which commenced in the mid-2000s, essentially comprised three distinct components, namely the development of groundwater strategies; water conservation strategies; and assistance to the Catchment Management Agency (CMA) establishment process. (The government-appointed CMA is ultimately responsible for the protection, conservation, development and management of water resources in South Africa.)

The main purpose of IWRM Project Phase 1 was to develop a number of guidelines related to groundwater, water conservation and demand management, as well as to provide support to water management institutions, such as water user associations (WUAs) and CMAs. The guidelines were tested via a series of pilot projects. In many instances, the municipalities involved took heed of the results of these projects, particularly concerning water conservation and demand management.

An important component of IWRM Project Phase 1 focused on the empowerment of marginalised groups via integrated capacity-building programmes, which involved face-to-face training, and also via their active involvement in small or micro pilot projects that demonstrated the benefits of IWRM in their daily lives.

IWRM Project Phase II

IWRM Project Phase II differs from the first phase, undertaken between 2000 and 2004, in that it is being implemented by way of direct support and driven by a partnership between DWAF, the national Department of Provincial and Local Government (DPLG) and the South African Local Government Association (SALGA). The programme also supports the CMA establishment process in the start-up phases and provides capacity building to stakeholders, especially to specific marginalised groups and local authorities.

The processes adopted under IWRM Project Phase II are anchored firmly in the South African Government’s commitment to people-orientated governance, as captured in the Batho Pele principles. These principles provide the ethical code that should guide IWRM, as well as interaction with stakeholders in the water management areas (WMAs). Moreover, in line with the South African Treasury’s wishes, IWRM Project Phase II is using donor funds to do things differently rather than more of the same, i.e. “Business Unusual”. Different implementation models are used in the three WMAs and the programme is monitored closely to develop an implementation framework for replication and upscaling.

It is important to note that Phase II represents a significant paradigm shift in development approaches, as it is anchored firmly in the rights-based approach to development. Moreover, it embedded the acknowledged prerequisite of empowering marginalised communities so that they now contribute actively to achieving the sustainable Millennium Development Goals (MDGs). In general, the approaches can be described as follows:

**The ‘Happy Sheet’ model:**

This model focuses strongly on facilitation, often with limited technical input, group work and a lot of fun to stimulate participants. On completion of the programme, participants complete an evaluation ‘happy’ sheet, only to discover after
a week or so that there was actually nothing to be really happy about! There was not really anything worthwhile that they could use.

The ‘Action Plan’ models:

These differ from the ‘Happy Sheet’ model in that the programmes often last longer and incorporate action plans. The problem with this approach, however, is that very often there is no structure to assist participants in implementing their action plans.

The ‘Holistic model’: The Community-driven IWRMi

The Holistic model, selected for the community-driven IWRM, seeks to ensure that participants remain ‘happy’ and that they become true partners in a learning-by-doing process, which provides back-up support to ensure that their action plans (projects) can be realised. Moreover, the model recognises that there are no ‘quick-fix’ solutions and that the capacity-building process needs time, resources and a commitment to developing the partnership.

IWRM Project Phase II = Sustainable Empowerment

The rationale behind the community-driven IWRM Project Phase II was ultimately aimed at empowering marginalised rural communities to the extent that they were able to engage actively in local water resources management and other development issues related to water, while increasing gender-based representation.

The programme aimed to achieve this by expanding the assets and capabilities of poor people to enable them to participate in, negotiate with, influence, control and hold institutions, which affect their lives, accountable.

IWRM Programme Phase II further extended its scope to include the promotion of improved self-esteem, dignity, a feeling of belonging to the mainstream of society and the development of capacity for self-determination. These objectives are also in line with the Polokwane Resolutions pertaining to social transformation.

Commencement of IWRM Project Phase II

IWRM Project Phase II had been developed and agreed upon by both the Danish and South African governments for implementation over a period of three to four years, and it officially commenced in January 2006. The programme focused on the implementation of demonstration projects in three WMAs, namely the Crocodile West Marico in North West; the Olifantsdoorn in the Western Cape and the Mvoti Umzimkulu in KwaZulu-Natal. The DWA Regional Office in KwaZulu-Natal coordinated some of the projects. The three core objectives were defined as building capacity; institutionalising the CMA; and service delivery with regard to IWRM.

Implementation models for IWRM Project Phase II

Three different models for the implementation of the programme were selected for the three WMAs, and a different type of regional coordinator was selected to drive the programme in each area. This approach was taken to test the effectiveness of different levels of engagement with the various stakeholders who play a role in IWRM for communities. The three regional coordinators were:

- the eThekwini Municipality in KwaZulu-Natal – joint funding and ownership of the identified project;
- the Western Cape – where the service provider was Informage – as project coordinator for all pilot projects in the area; and
- a non-governmental organisation (NGO), SANGOGO, as project coordinator for all pilot projects in the Crocodile Marico area.
• Establish a working relationship within communities.
• Assist the community in identifying projects that it would like to establish or provide assistance while ensuring that projects fall within the IWRM II objectives.
• Act as coordinator between community projects and Vendzulu/DWAF.

Provide assistance with community projects.

Reason for this method:
• Sustainability of projects in area once the IWRM II project is completed.

• Establish presence within the North West area.
• Identify community projects that need to be established or provide assistance while ensuring that the projects fall within the IWRM II objectives.
• Act as coordinator between community projects and Vendzulu/DWAF.
• Provide assistance with community projects.

Reason for this method:
• Sustainability of projects in area once the IWRM II project is completed.

• Buy into the municipality in the KwaZulu-Natal area.
• Coordination of a number of projects by the DWA Regional Office in KZN.
• Identify projects that fall within the IWRM II objectives.
• Joint funding of project by IWRM II and eThekwini.

Reason for this method:
• Sustainability of projects in area.
• Responsibility to respond to MDGs & poverty alleviation in their area of jurisdiction.
• Further assistance to be provided by eThekwini once the IWRM II project is completed.
Methodological approach for the community-driven IWRM programme

The DANIDA support focuses on the role of IWRM in poverty alleviation and that of water as a catalyst for growth and sustainable development, as well on the attainment of the MDGs (see Intervention Logic Framework).

The overall philosophy of the programme is embedded in a rights-based approach and the belief that empowerment lies in the expansion of the assets and capacity of poor people to participate in, negotiate with, influence, control, and hold institutions, which affect their lives, accountable. Therefore, IWRM Project Phase II adopts a holistic approach that aims to promote cooperative governance, empowerment, good governance and transparency. Above all, the programme seeks to demonstrate the benefits of IWRM in improving the livelihoods and the welfare of communities.
IWRM Project Phase II examples

Below are two examples of the 64 identified IWRM Phase II community-based projects:

A. Water-wise Food Gardens – Doringbaai

“The West Coast fishing community of Doringbaai and its 2 500 inhabitants can no longer depend on the sea for a living. Despite a lot of investment and growth in the mining, farming and tourism sectors recently, communities such as Doringbaai, are still isolated and impoverished.” – Peter Owies: Doringbaai Multi-purpose Resource Centre (MPRC).

The objectives of the project (time-frame: 12 months) are as follows:

- Design a training programme.
- Identify 25 households for food gardens.
- Train participants.
- Facilitate water awareness.
- Deploy trainees to household food gardens.
- Produce vegetables and supply the school nutrition scheme, old-age homes and the soup kitchen.
- Facilitate access to land and water for the emerging farmer group.
- Mentorship of and training for 15 emerging farmers.

The long-term goals are to create sustainable employment opportunities by developing small businesses and creating a welcoming and safe environment for tourism, while promoting the MPRC and Doringbaai at the same time.

B. Tap-and-leak repair – Koue Bokkeveld

Op-die-Berg, situated in the Koue Bokkeveld, is a small town comprising about 170 families. Approximately 140 of these families live in subsidised Reconstruction and Development
Programme (RDP) houses, built some 10 years ago, while the households generally consist of elderly or unemployed people. Most of the people living here once worked and lived on commercial farms, but have now been cast aside. Therefore, their only source of income is either a social security grant or seasonal work on the fruit farms.

The quality of housing is very poor and temperatures fall below freezing point in winter. The majority of houses have no ceilings and the unplastered walls are thin. The extreme winter temperatures cause water pipes to burst and damage taps. People can’t afford to fix them and, as a result, a lot of water is wasted. Even worse is the fact that the Witzenberg Municipality charges for this water and many families cannot afford to pay for water over and above their free 6 000 litres per month.

Johnny Cupido, a water mentor who trained via DWAF’s first IWRM programme, completed a highly successful project to repair leaks a few years ago. Cupido and his team of ‘emerging’ plumbers repaired not only leaking pipes, but also fixed or replaced taps and toilet cisterns free of charge.

Initiated by a member of the community, the project is aimed at continuing the initiative started by Cupido with a small team of unemployed youths visiting each household not only to repair leaks, but also to create an awareness of the importance of using water wisely.

The objectives of the project are to:

- train six local, unemployed people in plumbing;
- visit 140 houses in Op-die-Berg to identify and repair leaks;
- visit 15 local schools to facilitate water audits and identify and repair leaks; and
- create water awareness.

The long-term goals are to create a sustainable plumbing business, to empower people to save money by repairing leaks and to conserve water and protect the groundwater resources.
The problem

To reach the goals of IWRM Project Phase II, the grants had to be increased substantially, making much larger sums of money available than what was provided for during Phase I. However, the identified communities had little or no training that would enable them to understand and apply sound financial management procedures and manage funds sensibly.

It was, therefore, concluded to take the following approach to meet the overall objectives of the IWRM Project successfully:

• To make a significant impact and take the IWRM programme forward, funding had to be increased to provide much larger sums of money, which came to more than R30 million.
• The money could not be given to the communities in the form of grants; they had to be provided with access to managed funds.
• The funds had to be utilised for procuring all services, materials, technical assistance and the training required to make these community projects a reality.
• The procurement on behalf of all 64 communities had to be done from one central point, not only to ensure that sound procurement policies were followed, but also to guarantee that they received the best possible value for the allocated money.
• Where services of suppliers were required for substantial periods or on a regular basis, service level agreements had to be compiled and contracts had to be entered into on behalf of these communities.
• Concurrent to providing monetary assistance in an organised manner, the communities had to be capacitated to manage their own funds wisely, while being trained in all the technicalities of managing their own projects in future.
• The funds had to be dispersed quickly and efficiently so that the IWRM programme could remain on track and meet its objectives on time.
• The donor had to receive feedback in an equitable and transparent manner on how the funds were being utilised.

The challenge

The 64 community projects were all totally diverse and the nature of the services and materials required for capacitating each one of them was also extremely diverse. In some instances, goods had to be acquired for small amounts, varying between R700 and R900, while in other instances the expenditure was in excess of hundreds of thousands of Rands.

In some instances, a one-off transaction was required, and in others the services of consultancies or service providers had to be utilised for lengthy periods of time. This required a major data base of a variety of suppliers.

The challenge was therefore to ensure that sound procurement, contract management and financial systems were in place and applied correctly to guarantee that the project deliverables were met within the specified time-frame of three to four years. At the same time, the multi-dimensional nature of the projects and the complexity of the procurement and financial management processes had to be considered.

Regarding the project outputs required, it was clear that the DWA would not have been able to manage the procurement and financial management of IWRM Project Phase II internally. The reasons included the reality that to train the various communities in the various procurement processes, such as submitting claims, would have required a huge increase in staff and other resources on the DWA’s side. Furthermore, if the conventional government procurement policies and procedures were to have been followed in the procurement of all goods, services and materials required for the various projects, a tender would have had to be issued for every single item/service needed. This would have slowed down the progress of the IWRM programme tremendously, possibly even by years. Regarding government payment procedures, it could have taken up to 90 days or more per single claim of each supplier to be paid. In most instances the suppliers would not render the services or deliver the goods before they had been paid, and the implementation of the community projects would therefore have been delayed. This would have had a further negative impact on the overall time-frame within which IWRM Project Phase II would have been completed.

The solution

The solution to the problem was the appointment of an external procurement agency. Therefore, to support the effective and timely implementation of IWRM Phase II projects in South Africa, DWAF appointed a development agency to render financial management services to the programme and act as an external procurement agency. This appointment was finalised in March 2007, with expected completion of the programme set for March 2010.

The main objective with the appointment of the Vendzulu Development Agency was to establish a coordinated and efficient call-down facility, which would enable the
recruitment and appointment of local service providers to facilitate the implementation of the donor-assisted service delivery programme. Subject to service level agreement, the Vendzulu Development Agency also set out to achieve the following project objectives:

- To procure technical and other support services for the IWRM Phase II Project quickly and efficiently, while sourcing the best qualified people and project-related expertise available in the market place at the best possible prices.
- To facilitate the upscaling of community-driven IWRM in KwaZulu-Natal, North West and the Western Cape.
- To assist the DWA in streamlining an inclusive and participatory project that capacitates marginalised communities by empowering them to participate in water management and other development issues related to water actively.
- To provide communities with the capacity to understand and exercise their constitutional rights.
- To support the implementation of IWRM Project Phase II and, in so doing, contribute towards poverty alleviation, the efficient and equitable use of water, the achievement of provincial growth development plans (PGDPs), as well as the achievement of MDGs.

**Approach and methodology**

**A. Initial meetings**

One of the first tasks following the appointment of the Vendzulu Development Agency was to meet with the programme partners and stakeholders. These initial meetings were essential to:

- establish relationships, especially with DANIDA, the DWAF and IWRM Project Phase II programme partners;
- agree upon lines of communication;
- agree upon operating procedures;
- obtain copies of any relevant background papers and other important documents;
- discuss administrative and financial procedures;
- agree upon reporting procedures; and
- discuss the appropriateness of the proposed procurement procedures and required changes.

These meetings included personal visits to the various community-driven projects in their own areas to gain an understanding of their unique circumstances and individual needs. The financial management gaps were also identified and strategies to address these gaps were developed.
B. Establishing a call-down facility

At the beginning of the programme, it was established that there would be a great need for specialists with knowledge about the water and community environment. The Vendzulu Development Agency, along with DWAF, decided to establish a call-down facility that would, inter alia, comprise the necessary expertise required within the South African arena. These experts would be selected and approved in accordance with government procurement policies and procedures. This database was utilised throughout the duration of IWRM Project Phase II and ensured responsive and timely assistance in the roll-out and implementation of the community-based projects.

The initial process followed in establishing the data base was an open tender process. An advertisement was placed, requesting expressions of interest (EOI). The respondents to the EOI were then invited to submit proposals, which were evaluated and scored (the scoring assisted in categorising specialists and expertise).

Once this process had been completed and the data base of specialists/experts compiled, it could be utilised, while the restrictive tender or single sourcing method could be used when selecting experts from the data base, thus allowing fast-tracking the procurement process.

The PSP prepared tender documents and advertised an EOI. In some instances, the open tender process was followed, which meant that tender documents were sent out on request. In other instances where specialised technical expertise was required or major consultancy interventions were necessary, a restricted tender or sole sourcing process was followed in accordance with which invitations to tender were sent to selected service providers with the relevant documents.

Invitations to tender were standardised wherever possible to ensure that all bidders were tendering from a common basis and that the process was open, transparent and could be audited while, at the same time, ensuring that project partners’ rights and wishes were being observed throughout the tender process.

### Procedures followed for the advertising of an EOI

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<tr>
<th>Step 1</th>
<th>The PSP prepared tender documents. For open tenders, the PSP also prepared the tender advertisement.</th>
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<tr>
<td>Step 2</td>
<td>The PSP submitted the documents to the project partners for comment. The PSP received their comments and brought about changes where necessary.</td>
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<tr>
<td>Step 3</td>
<td>The PSP advised the project manager (PM) on the suitability of various publications and placed an advertisement in the preferred publications.</td>
</tr>
<tr>
<td>Step 4</td>
<td>Open tender: the PSP placed an advertisement, sent out tender documents on request or requested EOI. Restricted tender or sole sourcing: the PSP sent invitations to selected service providers to tender, accompanied by the necessary tender documents.</td>
</tr>
<tr>
<td><strong>Summary</strong></td>
<td><em>The tender document included an agreement on evaluation criteria and a contractual specimen.</em></td>
</tr>
</tbody>
</table>
The following three main variations of the procurement process were presented at inception, after which the open tender process and the restricted tender process were selected:

**Open tender process:** An open tender is one that is released publicly and invites the public to tender. The invitation may be in the form of an advertisement in newspapers or specialist journals. An open tender process may be in the form of EOI, followed by a closed tender process for those bidders short-listed during the EOI stage.

**Restricted tender process:** A restricted tender means that invitations to tender are sent out to a selected group of companies or individuals (preferably at least five), known to be capable of providing the expertise required to fulfil the need. This process is normally followed when there is limited expertise available, when there is a tight time-scale and/or when the estimated value is considered appropriate for this type of procurement process.

**Direct negotiation process (single sourcing):** Direct negotiation or single sourcing means that only one company or individual is contracted without any competition or competitive tender process. This procurement process is only justifiable when the nature of the services to be provided is known to be highly specialised and there is only one possible known service provider, or if there is an extremely urgent need to be fulfilled and the cost of doing this is estimated to be low. Other reasons presented by the project partner will also be considered on a case-by-case basis.

Generally, all consultants and service providers were selected via the approved competitive tender processes. However, in cases where competitive tenders were deemed inappropriate, the partner, technical advisor and the procurement agency team jointly decided which procurement method had to be followed and they compiled a detailed motivation for their decision for future reference.

The following illustrates the procedures that were followed for the distribution of tenders and responding to queries:

<table>
<thead>
<tr>
<th><strong>Step 1</strong></th>
<th>The PSP:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Compiled EOI and/or tender documents and distributed the same to prospective bidders.</td>
</tr>
<tr>
<td></td>
<td>• Received questions about the tender in the absence of a formal tender briefing.</td>
</tr>
<tr>
<td></td>
<td>• Circulated questions and answers to all whom tender documents had been sent to.</td>
</tr>
</tbody>
</table>

Where there were formal pre-tender briefing sessions, the PSP:

| | • organised the briefing session; |
| | • explained the tender process to prospective bidders; |
| | • took minutes of the proceedings; and |
| | • distributed the minutes to all who attended. |

<table>
<thead>
<tr>
<th><strong>Step 2</strong></th>
<th>The PSP:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Received EOI documents or tenders.</td>
</tr>
<tr>
<td></td>
<td>• Acknowledged receipt.</td>
</tr>
<tr>
<td></td>
<td>• Kept a record of all tenders received.</td>
</tr>
</tbody>
</table>

**Summary**  
*The transparency principle was applied to ensure that information given to one was distributed to all.*
It is important to note that the general principles of transparency, accountability, value for money, competitiveness and probity were adhered to throughout the process and that it constituted the guiding principles for all stakeholders during all activities in all the procurement processes. All tenders were evaluated in accordance with government procurement policies and procedures, and subject to relevant legislation.

The following procedures were followed for the evaluation of tenders:

<table>
<thead>
<tr>
<th>Step 1</th>
<th>The PSP:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• Organised the evaluation meeting.</td>
</tr>
<tr>
<td></td>
<td>• Distributed invitations to members of the evaluation team.</td>
</tr>
<tr>
<td>Step 2</td>
<td>The PSP:</td>
</tr>
<tr>
<td></td>
<td>• Prepared tender evaluation documents.</td>
</tr>
<tr>
<td></td>
<td>• Distributed copies of tenders and tender evaluation documents to the evaluation team.</td>
</tr>
<tr>
<td></td>
<td>• Provided professional advice during the evaluation process.</td>
</tr>
<tr>
<td>Step 3</td>
<td>Members selected a preferred bidder and decided whether there were issues to be negotiated or whether there should be presentations.</td>
</tr>
<tr>
<td>Step 4</td>
<td>Invited short-listed bidders for a presentation.</td>
</tr>
<tr>
<td>Step 5</td>
<td>Prepared evaluation reports, made recommendations and distributed these accordingly.</td>
</tr>
</tbody>
</table>

Summary

The PM participated in, and approved the final selection of the service provider, as well as the contract that the PSP had negotiated with that provider, and also monitored the provision of services.

It was recommended that contracts were put in place on behalf of the PM. In practise this meant that the contracts were concluded for, and on behalf of the South African Government (DWAF), utilising funds provided by the donor, DANIDA.

The contract that the Vendzulu Development Agency drafted reflected the DWAF contract and was sufficiently flexible to ensure that accountability was exacted from those contracted. The contract could then be forwarded via the quickest means to the service provider for a signature, with one copy signed by the service provider and returned to the PSP. The signed contract was then copied to the programme partners and the PSP kept the signed original on file for audit purposes.

The following illustrate the procedures that were followed during contract negotiations and contracting:

<table>
<thead>
<tr>
<th>Step 1</th>
<th>The PSP, in conjunction with the technical advisor/PM, negotiated a contract with a selected professional service provider.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Step 2</td>
<td>The PSP provided the PM with a draft contract.</td>
</tr>
<tr>
<td>Step 3</td>
<td>The PSP received all comments and brought about the necessary changes.</td>
</tr>
<tr>
<td>Step 4</td>
<td>The PSP and the service provider signed the contract.</td>
</tr>
<tr>
<td>Step 5</td>
<td>The PSP sent a rejection letter to unsuccessful bidders.</td>
</tr>
</tbody>
</table>

Summary

The PSP ensured that all relevant documents were maintained, outlining the evaluation of the tenders/proposals or the interview results and the reasons for the recommendations made.
The PSP was responsible for the administrative management of the contracts and the PM (DWAF) was responsible for monitoring and ensuring that the work performed was satisfactory in terms of technical compliance.

C. Key procurement activities and procedures

It was essential for clear procurement procedures to be established from the outset of the programme. The key aspects of these easy, but practical procurement processes are outlined below:

- **Service requisition form (SRF):** A custom-designed SRF was created that was easy to use, even by CBOs with no access to computer facilities. Programme partners used the SRF to request the PSP to perform an activity.

- **Financial report:** A financial report was used to monitor the cost of various activities. The report logged the actual expenditure over time and the final cost of performing an activity.

- **Validation:** The validation process ensured that all proposed activities were consistent with the purposes as indicated in the Budget Output Plan, and that appropriate and cost-effective measures were in place. Over and above, the Vendzulu Development Agency ensured that the values of integrity, probity and value for money were applied at all times.

The following illustrates the key procurement activities and procedures:

<table>
<thead>
<tr>
<th>Step 1</th>
<th>SRF: The PSP received the SRF from the programme partner or the terms of reference (TOR) from the technical advisor. The PSP checked whether the activity had been approved and was in line with the output budget.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Step 2</td>
<td>Financial Report: The PSP checked the most recent monthly financial report to verify whether there were sufficient uncommitted funds in the output budget</td>
</tr>
<tr>
<td>Step 3</td>
<td>Validation: The PSP ensured that all proposed activities were consistent with the stated purposes indicated in the Budget Output Plan, and that appropriate and cost-effective measures had been adhered to.</td>
</tr>
<tr>
<td>Summary</td>
<td>The PM, assisted by the technical advisor, identified needs in line with both the project and the Budget Output Plan, ensuring that the request from the programme partner was within the available budget (taking into account fixed commitments and disbursements already made).</td>
</tr>
</tbody>
</table>

Payment process:

The following payment process was proposed before the project commenced:

- The format of the invoices would be stipulated in the contract negotiated with the service provider and agreed to by the PM.

- If the service provider’s invoices had not been approved by the designated person, they would be rejected and referred back.

- The PSP would keep records of each claim for payment and determine the status of the allotted budget before the claim was authorised.

- The PSP would verify that the invoice was formatted correctly, approved and substantiated, and that it was in accordance with the terms and conditions of the
relevant contract, including the limitation on budget under the contract, before making payment

The initial payment process proposed is illustrated in the diagram below:

Once IWRM Project Phase II had commenced, it was decided to use an alternative payment process to ensure authorisation and check points during the majority of the steps within the payment process.

The payment process illustrated below was finally utilised for IWRM Project Phase II:
case study

The service provider/supplier compiled an invoice in accordance with its contract, agreement or order, on completion of the work. These invoices had to be authorised by the DWAF representative before submission to Vendzulu for payment. Once received by Vendzulu, the invoice was date-stamped and checked. Vendzulu verified that the invoice was formatted correctly, approved and substantiated, and that it was in accordance with the terms and conditions of the relevant contract, agreement or order, including the limitation on budget under the afore-mentioned. If correct, the invoice was processed. If not, it was referred back to the service provider/supplier for correction and resubmission.

Once an invoice was received, it was captured on the reconciliation or payment sheet. A request for payment was then generated and signed, with all the relevant documents attached. The financial officer authorised and captured the payment on the accounting system which, in this instance, was Pastel. Payment was then made via electronic banking. One person captured the payment and another person was responsible for releasing the payment. Proof of payment was sent to the relevant parties. The financial budget and report were updated accordingly. Due to the complexity and diversity of activities within this project, there was a need to prioritise payment to ensure that the project continued to run.

Pilot projects that are run by small communities usually do not enjoy financial credit and therefore require payment to be made almost immediately to enable a project to continue. There was also a need for equipment or supplies that had to be paid for before the goods were delivered. These payments were the exception and were made in advance on behalf of the project owner.

Service providers who held contracts were paid within 30 days of completion of the work in accordance with the terms and conditions of the contract. Orders were paid on completion of the work, in accordance with the terms agreed on. While most payments were made on completion of the work, the Vendzulu Development Agency realised the need for flexibility, since there were a few exceptions to the rule. In cases where payments were made concerning such exceptions, Vendzulu ensured that generally accepted accounting practices were always followed.

As the designated procurement agency handling the procurement aspects on behalf of DWAF, the Vendzulu Development Agency processed and paid approved claims from one-off suppliers within three to five working days, while service providers on contract were paid within 30 days. This resulted in the timely supply of goods and services needed to take the community-based projects forward, while ensuring that the overall objectives and goals of IWRM Project Phase II were implemented within the set time-frames and budget.

D. Financial management

The Vendzulu Development Agency specifically created custom-made and comprehensive information, project, contract and financial management systems for managing the IWRM Project Phase II budget and funds. This, for example, involved the design of a straightforward and practical template for a budget working plan and an SRF for the various CBOs, and training them in using these. In addition, various systems and checking mechanisms were put in place to monitor and track the finances throughout the project, as well as managing the supplier contracts and agreements efficiently. Windows Vista was used for project management, while the financials were run on both Excel and Pastel Xpress 2007.

Generally accepted accounting practices were followed throughout. To eliminate human error, there were always two people working with the financials.

The financials were recorded on Excel spreadsheets, as well as on Pastel. The Pastel books were run to cash-book. A cash flow spreadsheet was drawn up to reflect the actual expenditure for each month. An invoice schedule reflected the status of reimbursements and the Budget Plan provided an overview of the project and its financial status.

There were two spreadsheets for the actual contract, agreements and orders. One spreadsheet was a reconciliation of expenditure against the allocated value. In other words, it reflected the total amount allocated for the contract – i.e. the expenditure subtracted from the total, thus providing officials with the balance remaining at the end of each payment. This spreadsheet was often sent to the service provider/supplier to assist them in reconciling their own books and keeping up to date with their financial status. It was also used as a training tool.

The other spreadsheet reflected expenditure and payments. This spreadsheet was linked to the budget report.

E. Reporting

Monthly reports were provided. The PSP produced the bank statement; the budget reports indicating expenditure against
each contract and budget line; the budget balance and contract balances; a cash flow sheet reflecting the actual expenditure for each month; an invoice schedule, reflecting payments of expenditure; and a procurement tracking system reflecting the progress of all procurement activities. The PSP also produced a payment tracking report, when required. Problem areas encountered were highlighted throughout, and a clear indication was given of what action had been taken to overcome these, as well as what measures had been implemented to avoid these from re-occurring in future.

The Vendzulu Development Agency initiated and arranged a separate bank account specifically for IWRM Project Phase II. This ensured that there was a clear, quantifiable record of all expenses pertaining to the project, illustrating exactly what went into the account and what went out. Statements of this account were presented to the PM (DWAF) on a monthly basis. This initiative also made it possible to provide a completely transparent report to the donor, DANIDA, on how funds had been utilised.

At the end of each phase of the project, a comprehensive report was submitted, which provided a full breakdown of all funds disbursed, along with a summary of the overall project, highlighting key activities and problem areas encountered, solutions found and recommendations for future initiatives. On completion in March 2010, a comprehensive final report will be compiled.

**F. Procurement, capacity building and training**

While goods and/or services were procured to assist in implementing the community-based projects, it was also important to do capacity building and training to ensure a sustainable solution in the long term. The actual procurement capacity-building requirements were identified at the inception stage once a detailed needs analysis was completed and all variables considered. Following the needs assessment, a report with recommendations was submitted.
Subsequently, the main means of transferring procurement expertise to the CBOs was via a continuous mentoring process. Once the key procurement counterparts were identified, the Vendzulu Development Agency worked with the CBOs to ensure that they became completely familiar with the procurement processes involved in IWRM projects. Over time, the Vendzulu Development Agency gradually built up their individual competencies and experience to a level where appropriate procurement activities could be transferred to partner organisations.

**Challenges faced**

The first challenge that had to be faced was a deviation from the Project Plan. A fundamental element of this project was the fact that it was people-orientated and therefore contained a host of unpredictable variables. Continuous monitoring and evaluation of the progress being made with implementation were therefore crucial and, where necessary, the PSP had to be sufficiently flexible to respond and adapt the Project Plan accordingly. This was always done subject to approval from the PM, and subject to the overall goals of IWRM Project Phase II.

The second challenge constituted delays in payment. Due to standard government procurement and payment procedures, the funds required to ensure the progress of the project were often delayed by 90 days or more. To overcome this obstacle, the Vendzulu Development Agency arranged and facilitated an overdraft on the project account. In many instances, these provisions were still not sufficient to bridge the gap and the Vendzulu Development Agency then had to carry the financial burden of meeting the procurement demands of the programme.

**Results achieved**

The objectives and targets pertaining to the implementation of IWRM Project Phase II were met well beyond expectations, while service delivery excellence was achieved at the same time. This was done within the specified budget and timeframe. Sustainable capacity was built for 64 CBOs. The lives of the members of these communities were affected positively and they were provided with sustainable solutions, not only towards improving their own conditions and livelihoods, but also to actively engage in, and positively impact on the economy of the country at large.

A few examples of the results achieved in some of these communities are as follows:

1. **Training in preservation and appropriate technologies**

   All the projects that the Crocodile West Marico and Olifantsdoorn WMAs were exposed to included training in the appropriate technologies and recycling.

2. **Lobbying with institutions that influence the use of, and access to water within the communities**

   In Olifantsdoorn, training was provided on the National Water Act in addition to the support given to emerging farmer groups to engage in WUAs. A number of persons engaged in IWRM projects are now active in the management of their WUAs. Furthermore, members of the Olifantsdoorn WMA Project lobbied Parliament on water and land reform issues. At the Western Cape Water Indaba (attended by the Minister of Water Affairs), held in November (of which year?), the communities...
presented a range of water issues. The Minister was particularly impressed with the communities’ level of empowerment and she requested her special advisers to do follow-up visits to particular sites to obtain further information. The above could be viewed as significant achievements of the approach of empowering communities via ‘learning-by-doing’. There was a similar experience at the North West Province Water Indaba that was held in September. (Of which year?) These are indications that there is a strong possibility that this approach could be utilised by the DWA.

3. Income generation and the creation of job opportunities

The Project for Mushroom Production is regarded as a flagship project, since it boasts rainwater harvesting and biogas digesters built by the communities and financed by IWRM Project Phase II. As a result of a combination of recycling and the use of solar energy, the aim of the project is to be self-sufficient concerning energy. The project is also significant in terms of it being a public-private partnership in local job creation and income generation for an impoverished rural community. (The first year’s harvest has already been sold.) Furthermore, the project is showcasing the local community, while the local school intends to introduce water harvesting and construct a bio-digester. The inception phase of the area-based IWRM project in eThekwini was completed and implementation has commenced. This project actually comprises a cluster of a number of projects and is appropriately technology-intensive. It also received coverage in Engineering News.

4. Overcoming sustainability issues

Developing partnerships with municipalities and other government departments is a key factor in the sustainability and upscaling of projects. A presentation was made to the agricultural BEE group of North West Province’s Provincial Growth and Development Group (Crocodile West Marico WMA), early in the year. (Which year?) In a joint effort, the provincial Department of Agriculture, Conservation and the Environment and municipalities agreed to engage with the IWRM programme in compiling an action list for upscaling community-driven IWRM, and undertook to allocate funds for this purpose.

In the Mvoti uMzimkulu WMA, all five projects managed by the DWA Regional Office boast the active engagement of municipalities, which are providing project support in kind. Moreover, the completed community health club (CHC) project in KwaZulu-Natal enjoys the full support of the uMzimkulu Municipality, as well as the support of local tribal leaders. The CHC now boasts more than 700 members.

In the Olifantsdoorn WMA, the relationship with the Department of Agriculture was strengthened. In addition, a road show was undertaken to municipalities in the WMA. Municipalities are being invited to the quarterly regional PMGs (What does this acronym stand for?) They are also becoming increasingly involved as partners in these projects. In this particular WMA, a number of commercial farmers belonging to WUAs adopted projects and gave their support to these projects.

A further element of sustainability is that of capacity building among DWA staff members and its partners. The first training programme on gender audits, conducted by the ITCILO (What does this acronym stand for?) was held in January. (Which year?) This programme was well received and plans, particularly with regard to the DWA Regional Office in KwaZulu-Natal, are being developed to introduce gender and poverty reduction issues into business plans and documents. This was supplemented by stakeholder training. In Olifantsdoorn, gender workshops were conducted with regard to projects in addition to a special programme aimed at empowering rural women to engage in water management institutions. Support concerning gender and poverty issues will also be provided in the Crocodile West Marico WMA.

The first training programme that will incorporate a rights-based and results-based approach, linked to the experiences of the IWRM programme (IWRM Project Phases I & II), will be conducted for the DWA KwaZulu-Natal Regional Office staff members in early December and January. (Which year?) Once fully tested, the programme will be offered to other stakeholders as well.

5. Capacitating marginalised communities concerning IWRM issues

A lot of the training under this activity was provided through action learning related to the demonstration projects. These projects are expanded on below:

The Crocodile West Marico WMA is the first example. With this project, six new boreholes were provided, while a further two were rehabilitated at the project sites. In addition, rainwater harvesting tanks were constructed with the assistance of the Fight on Hunger NGO. Efficient water irrigation has also been installed.
Concerning the Mvoti to uMzimkulu WMA, five projects managed by the DWA Regional Office in Durban have been receiving on-going mentorship from the office concerning management and organisational issues. Appropriate technical training will also be provided and, in contrast with other WMAs, collaboration with municipalities is strong.

The third project is the Olifantsdoorn WMA. In this project, the regional coordinator continued with the programme of stakeholder awareness and specific, theme-focused workshops. This culminated in a three-day, ‘close-out’ workshop from 4–6 November 2009. A number of key stakeholders attended the workshop and presented communities with ideas for sustaining their projects.

In addition to the above ongoing activities, communities tabled a broad spectrum of water issues at the Western Cape Water Indaba held from 23–24 November 2009 in Cape Town. The Indaba was attended by the Honourable Minister, Ms Buyelwa Patience Sonjica. This example of empowered communities so impressed the Minister that a number of follow-up activities are planned to engage with communities.

6. Ad hoc support to demonstration projects

In the Crocodile West Marico WMA, the technical expert from IZWA (What does this acronym stand for?) continued to provide back-up support to the projects. In addition, the NGO, Operation Hunger, provided support to communities with the construction of rainwater harvesting tanks. In the Olifantsdoorn WMA, the regional coordinator established a link to the Transport SETA to arrange learnerships for some 25 project members, with an expected outcome of up to six aquaculture demonstration projects (three along the West Coast and three along the Lower Olifants River canal.) The capacity-building programme commenced successfully.

7. Implementation of demonstration projects, aimed at the alleviation of poverty

The eThekwini Metro provided the main thrust of the projects in this WMA. This was in line with the testing of the three implementation models. The eThekwini Metro is already implementing four projects under an implementation agent agreement with the DWA, namely:

- Food trees (use of grey water) (Is this correct?) (completed).
- Wetland rehabilitation, food security and craft training (60% complete).
- Food security and market development for 100 house-holds – a joint venture with a private landowner (installation work completed).
- Best practice in urban agriculture, including the impact on water resources.

The DWA Regional Office in Durban is also currently managing the implementation of five projects and the NPMG (What does this acronym stand for?) approved four other projects by re-allocating unused funds. These projects are particularly interesting, since the municipalities are fully engaged and are providing assistance during implementation. A combination of their experiences and those of eThekwini Metro will be used for the future expansion of the model for community-driven IWRM managed by municipalities.

To date, the primary IWRM Project Phase II objectives of empowering communities to engage actively in water management and other development issues related to water, were, generally, achieved within the set time-frames and budget at an acceptable level of quality. In so doing, an increase in marginalised community and gender-based representation was ensured.

Lessons learnt

Providing grants to marginalised communities that have not yet been capacitated and trained to manage such money sensibly, as was done during Phase I of the IWRM project, eventually has little impact on the quality of life of community members and it does not provide a long-term solution.

The results achieved in IWRM Project Phase II, however, have proven that the provision of carefully managed funds, provided over a reasonable period of time and combined with the transfer of skills to capacitate communities at the same time, results in a sustainable solution concerning the alleviation of poverty.

The timely procurement of quality goods and services formed an integral part of IWRM Project Phase II. Following government procurement policies and procedures to procure the diverse range of items needed for a complex, multi-dimensional project of this nature, would not only have required additional resources, but would also have delayed the project seriously.

Forming a partnership with an external procurement agency was therefore the key to the successful implementation of IWRM Project Phase II, within the set budget and time-frames.
South Africa is currently known and acknowledged as a ‘teen-aging’ democracy. Since the collapse of both the colonial and apartheid regimes, the new South African democracy has been maturing and it is now growing increasingly past its puberty or teenage phase. After years of severe suffering and darkness, political imprisonment and isolation, the liberation movements, through a series of negotiations, gave birth to a new democratic dispensation in April 1994. Since then, Government has committed itself to restore human dignity, promote respect for human rights and rebuild people’s lives by inculcating a sense of worthy and purpose-driven life among all South Africans. This commitment and sense of purpose include those people who are serving jail sentences for diverse offences, with the aim of affording deserving inmates a second chance in life.
However, the new democratic government has inherited mammoth challenges from the apartheid regime. Among these are a lack of properly coordinated infrastructure development, a limited number of correctional centres and the absence of an integrated approach to service delivery. South Africa has a population of 48.3 million people with only 243 prisons, the capacity of which comprises 114 000 beds. The prison population is 184 871. This is clear indication that South African prisons are severely overcrowded by about 70 871 inmates. This state of affairs jeopardises the ability of the South African Department of Correctional Services to deliver credible and effective rehabilitation programmes to deserving inmates.

The responsibility of the Department of Correctional Services is not purely to keep individuals who have committed crimes out of circulation in society, or to enforce a punishment meted out by the courts, but also to correct offending behaviour in a secure, safe and humane environment to avoid repeat offenses/recidivism.

However, overcrowding in correctional service centres continues to pose a challenge and impacts on how the Department functions. Firstly, overcrowding impacts on the provision of rehabilitation programmes in that officials of correctional services are often not able to reach the targets they set. Secondly, overcrowding puts constraints on building infrastructure and has created a shortage of beds, thus increasing the demand for more space.

At the moment, the Department is managing overcrowding through the transfer of offenders between centres and releases resulting from sentence conversion.

Furthermore, correction is also a societal responsibility and rehabilitation cannot be complete or sustainable without reintegrating offenders back into their communities on release. The Department’s parole system reflects the principles of social reintegration. While an offender is on parole, s/he is under the supervision of a correctional official based in the community. The view of the Department is that the community should assume a bigger role in ensuring that lasting correction/rehabilitation takes place. In view of this, the Department strives to ensure that correction/rehabilitation becomes entrenched in the fabric of South African society.

The Department of Correctional Services’ guiding policy is the White Paper on Corrections that Cabinet adopted in 2005. Since its adoption, various changes have taken place, among which policy reviews and amendments to the Correctional Services Act, 1998, Act No. 111 of 1998. In terms of the Act, the Department of Correctional Services is responsible for –

- the custody of all prisoners under conditions of human dignity and to acknowledge the rights and the obligations of prisoners;
- a system of community correction;
- release from prison and placement under correctional supervision on day parole and parole;
- a judicial inspectorate;
- independent prison visitors; and
- to inflict punishment for offences.

The South African Department of Public Service and Administration (DPSA), as one of the departments at the centre of Government, has a major role to play in ensuring service delivery to the people. In this regard, it has to ensure that government departments deliver on Government’s commitment to a better life for all the people of South Africa (Public Service Act, 1994, Act No. 103 of 3 June 1994). Consequently, the DPSA is mandated to play a central role concerning service delivery matters. In this regard, all government departments are required to report service delivery progress to the DPSA. The use of parole to reduce prison overcrowding can also be regarded as an important service delivery issue.

The focal country of this study is Germany (more specifically the Federal State of North Rhine-Westphalia) because, firstly, the Federal Republic of Germany is one of the world’s leading industrialised and most prominent countries. Secondly, it has 82 369 552 citizens, which is double the South African population of about 48.3 million. Based on this, it is prudent to investigate and report on Germany’s management of parole to reduce prison overcrowding as an example of international best practice. Furthermore, a study
of international best practice in this regard would ensure that there is uniformity across the world as far as the use of parole is concerned.

This research will submit new proposals and suggest innovative and alternative measures to improve service delivery by the Department of Correctional Services, focusing on the use of parole to reduce prison overcrowding in South Africa.

What is parole?

By definition parole is a legal procedure by which a legal prison board releases inmates from prison administratively to serve the remainder of his/her sentence in the community. The word, parole, comes from the French word parol, which refers to ‘word’ as in giving one's word of honour or promise. Over time, it has come to mean an inmate's promise to conduct himself or herself in a law-abiding manner and according to certain rules – in exchange for release. Persons under parole supervision have served terms of incarceration and are released to live and work in the community under supervision (Senate Research Centre, 1999).

German Criminal Code – criminal law and punishment

The Federal Republic of Germany is a federal state created by the German Federal Constitution (Grundgesetz, Art 20 [1]). Germany consists of 16 states (Länder), each with its own constitution. Article 70 of the Grundgesetz shares legislative powers between the federal government and the states. The general rule is that a power not expressly granted by the Federal Government (expressed in Articles 70, 71 and 73 of the Grundgesetz) is retained by the states, making them relatively autonomous.

The Federal Government and the states have concurrent jurisdiction over police powers, cultural issues, local government matters and the application of civil and criminal law. Federal laws establish a framework for the individual states. For instance, the federal law concerning the correctional system and its administration (Strafvollzugsgesetz) serves as a model to the states. States that have not adopted their own correctional law use the federal law as their guideline. If any conflict arises between a federal law and that of a state, the federal law prevails (Article 31 of the Grundgesetz). In the past, Germany's Federal Constitutional Court, the highest court on constitutional matters, has established that the states have limited sovereign powers of their own that are not derived from the powers of the Grundgesetz. The Penal Code (Strafgesetzbuch) and the Code of Criminal Procedure (Strafprozeöordnung) are federal codes, making their application consistent nationwide. However, the administration of the criminal justice system (police, courts and correctional institutions) is a matter left to the individual states:

- Special state laws govern the regulation of police matters and the prosecution of cases.
- German law requires the prosecutor to play a neutral role. The prosecutor is obliged to consider evidence that will both incriminate and exonerate an accused. The appointment of judges also differs from state to state in line with the concept of state autonomy concerning criminal and juvenile justice administration.

The aim of prison confinement in Germany is dual. In the first instance, emphasis is placed on enabling prisoners to lead a life of "social responsibility free of crime" on release, while society must, ultimately, also be protected from further acts of crime by offenders.

According to the German Criminal Code, criminal offences are categorised as Verbrechen (crimes or felonies) and Vergehen (misdemeanours). Less serious offences have, after a lengthy reform process, either been decriminalised, upgraded into misdemeanours, or reclassified as Ordnungswidrigkeiten (regulatory or administrative offences). A Verbrechen is a criminal act punishable by a minimum prison sentence of one year. A Vergehen is punishable by a sentence of less than one year or a fine. Verbrechen comprise serious crimes involving severe injury or extensive property damage or loss (for instance, homicide, rape, robbery, arson), while Vergehen are offences such as simple assault, theft and vandalism. Ordnungswidrigkeiten include disturbing the peace, illegal practice of prostitution, illegal assembly and possession of materials to make and distribute forged documents or money.

Penalties

According to the Federal State of North Rhine-Westphalia’s Penal Code (Strafgesetzbuch) and the Code of Criminal Procedure (Strafprozeöordnung), all sentenced prisoners, qualify for the possibility of being granted parole according to law. However, the minimum time to be served for a sentence of life imprisonment is 15 years, after which time a prisoner can apply for parole. If the verdict in the original trial includes an explicit finding of "exceptional gravity of
Firstly, after having been sentenced, all offenders qualify for the possibility of release on parole irrespective of their sentences, with the minimum time to be served usually half that of a sentence. Concerning youth and juvenile offenders, German law prohibits courts from imposing a sentence of more than ten years on any juvenile offender, while they can apply for parole after five years’ incarceration. Therefore, there are no juvenile offenders serving a life or lengthy sentence.

Secondly, the minimum time to be served for a sentence of life imprisonment is 15 years, after which time a prisoner can apply for parole that can either be granted or rejected. However, the maximum time a prisoner has to serve amounts to 20 years’ imprisonment. This depends on his or her behaviour and progress made with his or her rehabilitation programme.

Lastly, there are 138 192 offenders on parole currently, which is made up of 121 254 males and 16 938 females.

In addition to the use of parole to reduce overcrowding, other critical lessons learnt concerning the curbing of prison overcrowding are that, in the Federal State, criminal offences are categorised as crimes or felonies and misdemeanours. Less serious offences have either been decriminalised or reclassified into misdemeanours. The less serious criminal offence is a criminal act punishable by a minimum prison sentence of less than one year or a fine. Serious criminal offences are criminal acts involving severe injury or extensive property damage or loss (for instance, homicide, rape, robbery, arson). They carry a more severe sentence of more than one year to life imprisonment. Lastly, incarceration is reserved for hardened, seriously violent criminals and repeat offenders.

Recommendations

Based on the lessons learnt, the following additional innovative options to incarceration are recommended and proposed to the South African Government, especially the Judicial Commission, the body established to advise the national government on matters related to the judiciary and the administration of justice (section 178 (5) of the Constitution of the Republic of South Africa):

- Declassification of crimes

Criminal offences should be decriminalised or categorised into crimes and misdemeanours. Such crimes (public drunkenness, public indecency, prostitution, loitering) should
be punishable by a fine and community service of at least three months but not more than three years. Crime and felonies should comprise serious crimes involving severe injury or extensive damage to or loss of property (homicide, rape, robbery, arson, vehicle hijacking and physical assault with the intent of causing bodily harm) and should be punishable by a sentence ranging from three to 15 years and life imprisonment, depending on the severity of the offence committed.

- **Decriminalisation**

The decriminalisation of certain crimes, for example, disturbing the peace, illegal practice of prostitution, illegal assembly and possession of materials to make and distribute forged documents or money. As punishment, such offenders should be required to forfeit any property or commission gained as a result of their criminal activities. Another relevant crime is prostitution. Most international countries, including Germany, have decriminalised prostitution. To be aligned to international practice, it is suggested that South Africa, therefore, also decriminalise prostitution.

- **Range of penalties**

Criminal law should make provision for fines to be applied more often and for incarceration to be reserved for serious and violent crimes. Fines should be aligned to an offender's income and calculated on a day rate of \textit{from 200 (R1 400.00) to 10 000 Euros (R70 000.00)}. Furthermore, a prison sentence of less than three years should be converted to a fine tantamount to the crime committed. Incarceration should range from 3 to 15 years and life imprisonment. The sentence for murder and for other violent crimes such as manslaughter, rape, robbery and treason should be life imprisonment. However, the sentence should be served for a period of between 15 and 20 years, whereafter an offender would be eligible for release on parole.

Property crimes (battery, theft) should be punishable by a fine only. Fines and forfeiture to the state of the proceeds of the crime; loss of the privilege to drive and probation should be levied in the case of non-serious property and non-violent personal offences.

**Conclusions**

This research report showed that releasing people on parole rather than ‘warehousing’ every offender convicted of a crime in prison may be one of the most fiscally responsible things the state could do. To keep an inmate in prison for one year costs more than to manage a person on parole or probation. Therefore, it is cost-effective for a state to release non-serious offenders, as well serious offenders who have undergone rehabilitation programmes, on parole.

However, judges, magistrates, the public and the media will have to develop a more positive attitude towards the efficacy of non-custody sentences. At present, this is not the case and there are always a hype and vocal outrage when an inmate is paroled.

Many correctional service officials and researchers agree that it is not realistic to expect to solve overcrowding problems solely through the construction of more and newer facilities. As one researcher puts it: The financial realities of trying to build a way out of the correctional crisis make today’s fiscal conservatives sound like yesterday’s rehabilitations. (Rosenfeld & Kempf, 1991, p. 493.).
Hosi (king) Phahlela Joas Makuleke lies in reptilian repose under the blistering northern Limpopo summer heat in Makuleke village, the modern-day royal site of the Makuleke people near Thohoyandou. The poolside chair on which the Hosi rests under the shadow of his monumental mansion suggests an Olympic-size swimming pool. But in the place of a sky-blue pool, there is a large expanse of ochre-red earth speckled with various fruit trees in their seasonal bounty. After all, it is with the grainy feel and scent of the soil that the modern day story of the Makuleke people begins. Theirs is a story of the trinity of soil, bloodline and crown. It is also about racism, resources and restitution.

Land between two rivers

Hosi Makuleke’s royal homestead lies about 100 kilometres from the land that is at the centre of the narrative. This is the approximate 24 000 hectares of lush land in what is known as the Pafuri Triangle and that is bounded by the Limpopo and the Luvhuvhu Rivers in the northernmost part of the Kruger National Park (KNP). Although the KNP is celebrated as one of the jewels of world conservation sites, its beguiling beauty belies a grim history of massive land dispossessions at different intervals throughout the park’s more than a century-long existence.

In 1889, President Paul Kruger of the Zuid-Afrikaanse Republiek issued a proclamation prohibiting hunting in “government lands” that directly precipitated the establishment of the KNP, resulting in what is recognised as a commendable act of foresight. Nevertheless, the seemingly noble deed meant to preserve flora and fauna came at a high cost to native land owners. It left a distressing legacy in its wake as it turned many a black land owner into the class of the landless and many a native hunter into the class of poachers. So single-minded and ruthless was the expansion programme that the KNP territory covered the lowveld of Mpumalanga and stretched some 350 kilometers northwards into Limpopo and the borders of Mozambique and Zimbabwe by the turn of the century.

The settlement of the Makuleke people in the area that was at the heart of the land claim dated back to the early 1800s. There, the Makuleke were neighboured by the relic civilizations of Thulamela, Mapungubwe and ancient Zimbabwe, which all preceded them by thousands of years. The community had successfully withstood numerous affronts on their land for nearly 150 years until their final forced removal in 1969.

“It began with the community being accused of poaching as they lived on the borders of the Kruger [National Park],” Livingstone Makuleke, a member of the community,
recounts the events to the writer. “We were [then] forced to slaughter our cattle and goats and lost a lot of livestock in the process. We were called squatters on our own land and the Kruger complained about our activities [and] we were finally forced off the land, carted into trucks and dumped here [new Makuleke area].”

Sitting in his lounge in Nthhaveni, which is one of the three villages where the Makuleke people were relocated to after their forced removal, Jackson Maluleke, another member of the Makuleke, points out that the primary grievance of the Makuleke people subsequent to their removal over the years was less about a return to their ancestral land and more about the matter of ethnic sovereignty and identity. While the injury was the loss of land, the insult was losing their sovereignty as they got entangled in the racial geographic mechanics of the past. Their chieftaincy was reduced to virtual vassalage under the rule of the late Hosi Adolf Mhinga, an erstwhile minister in the former Gazankulu homeland.

“One can say without doubt that it was not about the land claim. It was about the Makuleke standing up and saying: ‘Government, please restore our leadership because in 1969 when the Makuleke people were removed, we were incorporated into another traditional authority and that deprived [us of our] power and [our] own government’, ” says Jackson Maluleke.

**Back to the land … in a way**

For years, both Livingstone and Jackson had been part of the struggle for the restoration of the Makuleke royal authority and the subsequent land claim process. Despite the fact that the status of the Makuleke Hosi was not resolved, the Makuleke people acted on tactical legal advice, which suggested they forge ahead with the land claim process that was
ushered in by the advent of the new dispensation’s land reform programme in the mid-1990s.

Many factors were in favour of the land claim process, chief of which was the high public profile it enjoyed largely because the land being claimed was smack bang inside the sacrosanct KNP, which many regarded as an epitome of land dispossession in South Africa. The Makuleke land claim found many sympathetic allies in the progressive civil society movement, the media, among academia and within the higher echelons of the South African political struggle.

At the time, communities on the park’s surrounds were threatening to invade the KNP, arguing that the animals inside the KNP were “fatter than the people” living in cramped patches of land that made up the Bantustans outside the park borders. One of the tactical manoeuvres in the battle to soften the hearts of park officials and force their hand concerning transformation was the public support to communities by the former head of the land and agriculture desk of the African National Congress (ANC), Mr Derek Hanekom, who later became the Minister of Agriculture and Land Affairs in post-apartheid South Africa.

In 1996, nearly three decades after their forced removal, the Makuleke community finally got their Pafuri Triangle land back through the land restitution process of the South African government. Naturally, the decision worried the conservative elements of South Africa’s conservation establishment who believed that the outcome would spark a dangerous wave of claims by communities with similar grievances. Nonetheless, the matter was finally put to rest by the 1998 Land Claims Court ruling that favoured the Makuleke people in a groundbreaking ruling.

**Making deals**

The transfer of the land hinged on the formation of a legally sanctioned Community Property Association (CPA), which would hold and manage the land on behalf of the community. A sticky matter in the build up to the land claim and afterwards, was the issue of land use options. What would happen after the land was transferred to the community? Should they return to their ancestral land inside the KNP? Would they allow mining if the prospects were good? Or should they take the conservation and tourism route? Needles to say, the star land-reform community was courted by all sorts of suitors in an attempt to strike a deal with them.

“It gave us the challenge of really studying the various options of land use and that also challenged us to consult as many structures as possible: government, non-governmental organisations and many other interested parties, so that we could get the option which would best suit the community,” Jackson Maluleke reflects on the tough choices.

Also thrown into the mix of private-sector suitors, was the mammoth task of having to manage and unite the many differing expectations of community members about the future of the ancestral land, which included the matter of possible resettlement.

“We said [to the community] our idea [was] to claim the land and get ownership of the land. After getting the ownership, we [were] going to utilise it while we are here [where the Makuleke had been relocated to]. If we [were] able to utilise [the returned land] in a fruitful way, we [would] be able to generate funds to raise our
economic base so that we [could] develop this area where we are … and indeed, that in itself was able to convince everyone,” Jackson Malukele explains.

In the final analysis, it was the conservation and eco-tourism route that won the day as a result of a combination of serious lobbying. The outcome was also largely determined by the nifty legal footwork of the land claim and title deed agreement, which explicitly showed preference for that land use option.

**Benefits from the land yonder**

Once the Makuleke community decided on what would be the best land use option, they were set to be one of South Africa’s most fascinating land-reform and social experiments. Their case symbolised the best of the ‘miracle’ nation as the legacy of an acrimonious relationship between orthodox conservationists and the community was turned into recognition of a common destiny.

Not exactly unique, the Makuleke option had many antecedents elsewhere in the world, such as the 1970 Campfire initiatives in rural Zimbabwe, which enabled communities to take an active part in the conservation, management and economic development of their land. Closer to home, the Bakgatla people on the surrounds of the Pilanesberg Nature Reserve, which fell under the former Bophuthatswana homeland (now North West province), were among the first to follow a variant of the Campfire model. In the early 1990s, the community bought a farm worth about R1 million to establish a game reserve, the management control and enterprise development of which were controlled by them.

Around the same period, at least in the area of natural resources, the nomadic Nama communities in the Richtersveld, which is situated in what is, today, the Northern Cape province, were treading along a similar path when they, after years of
intense negotiations with National Parks Board officials, finally agreed to lease their 162 445 hectares of land for conservation purposes and to establish the Richtersveld National Park in 1991. In return, the community received an annual lease fee of R80 000, which was to be used for community development purposes, training in conservation-related fields and possible employment. The traditionally nomadic communities, who largely kept small livestock such as goat and sheep, were allowed limited grazing rights within the park.

In the aftermath of the Makuleke land claim in 1996, the first real benefit of the land claim to accrue to the community was through Government’s Restitution Discretionary Grant (RDG) that gave individual households access to grants for developmental purposes. The monies, collectively totalling some R5.8 million, were used for the electrification of the three villages making up the modern-day Makuleke community, which has a population of between 25 000 and 30 000 people. A subsequent milestone was the coming on board of a private-sector safari partner, The Outpost, with which the community, through the CPA, signed a concession agreement in 1998/9 for the leasing of the northern-most part of Makuleke land inside the KNP.

The Outpost Lodge is about forty five minutes drive from the Punda Maria Gate of the KNP through the virgin lands of the Pafuri Triangle. Precariously hanging on concrete fastenings on the mountain cliff, the Outpost Lodge is more of an art décor luxury hotel in the wilderness than the blandness often suggested by the word ‘lodge’. The lodge’s 12 suites, with a rate per person sharing per night ranging from R3 000 to R4 000 (depending on the view), provide stunning vistas, including that of the confluence of the Luvhuvhu and Matale Rivers.

Here at The Outpost, CPA Administrator, Vettelee Macebele – who was a mere child at time of the forced removals – is, along with the Makuleke CPA guest, entitled to drinks on the house. But one finds out soon enough that the partnership involves more than the odd, free drink. The Administrator, through the agency of the CPA, is a virtual shareholder by way of the 12.5% stake the community owns of this swanky establishment. That much shows in Macebele’s dignified manner, gait and the glint in the eye as she explains the intricacies of the deal, surveying the land on the blown-up copy of the original architectural map that holds a place of pride in the overall interior decor.

Apart from the 12.5% share, the deal also includes a 45-year concession agreement with The Outpost. In this regard, the community is entitled to 8% of the operating profits as a lease fee for the portion of land. There is also a further 2% that goes to a company trust fund essentially for training and capacity-building purposes. Come end of the 45-year concession period, which is reviewable every 15 years, the Makuleke people will be the full owners and managers of the multi-million rand tourism facility according to the spirit of the agreement. Over and above this, there is the matter of job creation and exclusive recruitment among the Makuleke people, save for cases where a particular skill cannot be sourced locally.

Over 150 local people were employed during the construction of the lodge in 2002, according to trainee assistant manager, Charmaine Chauke, who was involved with the feeding of onsite workers. Chauke has been involved with The Outpost for seven years and is now one of 21 people from the Makuleke community employed by The Outpost, other than manual labour.

Wilderness Safaris, the second private sector concessionaire, kick-started its agreement with the community with a R25 million investment agreement in 2003. The investment went toward the construction of the 20-room Pafuri Camp Lodge on the banks of the Luvhuvhu River, where a sign etched on a giant boulder proudly announces, “Welcome to the Makuleke Contract Park”. The sign demarcates the northernmost portion of Makuleke land from that of KNP land in the south and lies at the heart of the Great Limpopo Transfrontier Park, which involves South Africa, Mozambique and Zimbabwe.

Wilderness Safaris operates 60 camps in seven countries throughout Southern Africa and has been in the eco-tourism business for the past 25 years, according to Chris Roche, the MD of the company’s conservation department. The mechanics of the deal between Wilderness Safaris and the Makuleke are similar to those of The Outpost. It also involves as 45-year lease agreement, renewable every fifteen years, with an annual 8% share of the business’s revenue. The company has paid out about R3 million to the community over the past three years, even while the business was still gaining momentum and making little profit, says Roche.

“The biggest single benefit [to the Makuleke] is probably the revenue sharing; that is, before profit and so on. Regardless of whether we made a profit, they take a share of the revenue,” he explains.

Roche also argues that the investment of Wilderness Safaris, which includes the implementation of anti-poaching measures, the building of the facility and the creation of...
infrastructure, has increased the long-term value of the Makuleke land radically from what it was at the signing of the deal. The Wilderness Safari Pafuri Camp employs about 50 people, which translates into about 450 people who are indirectly dependent on the jobs created by the Camp. The figure of indirect beneficiaries is based on an estimated seven or eight dependents per employee.

Roche calculates: “The salary bill is currently greater than the revenue [share to the community]. But when the business performs better in better economic times, the revenue share [of the Makuleke] would be greater than the salary share.”

**A winning formula?**

It has been over ten years since the return of the Makuleke land following ground-breaking, post-apartheid restitution, making it one of the most inspirational post-apartheid land reform models. Yet, beneath the veneer of the Makuleke narrative, there appears to be some niggling questions in what is by all accounts a perfect success story. With money being money, it is nearly impossible to ascertain its trail in an orderly way, from the source right to down to the bottom of what it has actually achieved.

Most of the stakeholders in the partnership, perhaps justifiably so, keep their books close to their chests. Other than educated conjecture, the net flow of lease income from the two concessionaires is hard to pin down. There had been the electrification of the three Makuleke villages through the one-off government land claims grant soon after the settlement in 1999, funds allocated to local schools for the construction of additional classrooms in 2003 and a library that was built with the assistance of American donors.

A hydroponic farm, nobly conceived as a community agricultural venture that would supply fresh vegetables to concessionaire lodges and others inside the KNP, sticks out as a virtual white elephant in the green fields of the Makuleke. Similarly, the Makuleke Cultural Centre and bed-and-breakfast lodge in the heart of the royal homestead is a well-swept museum piece. The envisaged symbiosis between the KNP eco-tourism and cultural tourism seems not to be working due to flagging management and marketing capacities.

Though there is preferential employment in favour of the Makuleke people, such work is largely concentrated in the lower rungs, with miniscule, if at all, representation at management levels at both establishments. The slow movement of the Makuleke to the executive and strategic echelons of both concession lodges is incongruent with the claim that the community would, at the expiry of the concession period in 45 years’ time, have adequate experience, capacity and expertise to run the multi-million rand facilities by themselves.

Neither the employment trends, nor training activities suggest otherwise, even though the Secretary of the CPA, Mavis Hatlane, points to herself as a product of capacity building coming out of the Makuleke experience. Hatlane, a teacher by training, became part of the initiative in 1998. Making an argument for the kind of “benefits that are not tangible”, the primary school teacher says she “could not utter a word nor compile a report” when she joined the CPA a decade ago. Her lobbying efforts have resulted in the incorporation of environmental education, the subject she now teaches, in the curriculum of her school.

According the Hatlane, the various interventions of the Makuleke CPA “have produced a number of people who have been absorbed elsewhere,” whom she fondly calls “products of the Makuleke CPA”. These are mostly young people who have had work, training or study opportunities that enabled them to find occupations elsewhere in the tourism industry due to limited local opportunities. This results in high staff turnovers.

“From a business point of view [the high staff turnover] is not that healthy. You would like people to stay forever because they would just get better and better at their skills, but from a community perspective the turnover means that more people are going to get employed and more people are going to get skills and employed elsewhere,” says Roche of Safari Wilderness.

“Sometimes you feel that the relationship is not balanced in the sense that you realise that the one party is highly empowered in terms of business, while the other party is not much empowered in terms of business. The only advantage that the other party [the Makuleke] has is that they are land owners,” says Mavis Hatlane.

Veteran of the Makuleke land claims struggle, who is now employed as a full-time mediator between the community, concessionaires and Sanparks, Lamson Maluleke, concludes that “just the act of getting the land back was a great achievement”. However, the biggest issue concerning the bargain seems to be whether the community would be able to progressively ensure material and capacity benefits out of their status as land owners of what is one of the most priceless pieces of real estate in South Africa. Would they, in 45 years’ time, as per the spirit and letter of the concession agreements, be in a position to run the multi million rand eco-tourism business? ■
The purpose of this case study is to identify different models and note lessons learnt that have the potential to guide future designs and the implementation of institutional support programmes to improve departments’ readiness for service delivery, with particular reference to organisational design and development processes. Again, the purpose of the case study is to provide a conceptual analysis of the problems identified and to highlight significant aspects of the project. The case study also provides recommendations pertaining to specific activities that should be taken forward to ensure continuous improvement in terms of organisational review and development in the Public Service.

Background to the Programme

In April 2007, the Mpumalanga Department of Health and Social Services (DHSS) requested the Minister of Public Service and Administration (MPSA) to assist the DHSS with a supportive intervention to improve the Department’s readiness for service delivery. After consultation with senior departmental officials on 15 May 2007, it was agreed that the development of a new organisational structure should be prioritised and that the Department of Public Service and Administration (DPSA) would allocate a team to provide assistance on site.

In May 2008, while the re-organisation of the Department was in progress, the MEC requested the team to assist in unbundling the DHSS into two independent departments, namely the Department of Health and the Department of Social Development. The unbundling process was implemented in the following way:

- The team conducted a high-level assessment of the feasibility of splitting the Department into two independent entities.
- The resultant high-level report was endorsed by the Mpumalanga Provincial Executive Committee (EXCO) in May 2008.
- As a result of this endorsement, the Premier approached the President to assent to the request, as required by the Public Service Act, 2001.
- On 22 July 2008, the matter was also referred for a recommendation to the MPSA as custodian of the Public Service Act.
- The President assented to the abolition of the DHSS and the establishment of a Department of Health and a Department of Social Development by way of proclamation, published in the Government Gazette on 15 August 2008.
A plan of action was developed for the roll-out of the unbundling process to get the two new departments fully functional.

The team facilitated the appointment of heads of department (HODs) or acting HODs to lead and oversee the further developmental processes of the new departments and the transfer of ring-fenced resources from the defunct DHSS to the two new departments. This was done on the recommendation of the MEC for Health and Social Services and with the approval of the Premier.

In view of the above, the focus shifted from the re-organisation of the DHSS (Branch: Social Services and Branch: Health) to the redesign and development of the organisational structures for an independent Department of Social Development and an independent Department of Health.

**Approach and Processes followed**

The support approach was project-based and extensively consultative. The consultative process took the form of workshops, meetings with components within the Department and one-on-one interviews where necessary.

The overall project accountability and responsibility remained within the respective departments. Managers from the two departments played a leading role as content specialists.

In terms of the initial agreement with the Department of Health, the DPSA support team had to provide technical advice and assistance. This entailed the provision of specialised assistance on conducting an organisational review and design, as well as the facilitation of planning and programme management processes.

The Health Branch took a different approach and initially led the facilitating and review processes. However, this approach did not yield the desired results and the provincial EXCO advised the Branch to adopt the approach of Social Services, which allowed the DPSA team to lead and provide technical advice on the organisational review, redesign and development processes. The team also led the facilitation and programme management processes.

**Design model**

The previous organisational design of the DHSS was characterised by a service delivery model, which depended on service delivery by departmental members of staff, as well as non-profit organisations and external service providers to augment departmental capacity. Although the organisational structure emphasised service delivery at the coal-face sub-districts and service delivery points, such as social development offices and institutions, hospitals and primary healthcare centres (PHCs), the apparent decentralised service delivery model was subverted by centralised decision making, which was also evident from the approved delegation of authority.

To move towards a more efficient service delivery model, it was agreed that there should be an organisational design model that would provide clear direction on the delineation of roles between the Provincial Office, the districts and the subdistricts with their service delivery points. Subsequently, this resulted in the development of a more decentralised service delivery model. Therefore, the new organisational structures are based on the following design model:

- The Provincial Office (HQ) is responsible for the overall management of and accountability concerning programmes, policy development, the setting of strategic objectives for service delivery, resourcing and oversight from a financial and service delivery perspective. This includes an impact assessment of service delivery (structured M&E) and overall reporting to oversight institutions, such as the relevant committees in the Legislature, as well as the Auditor-General.
- The district offices are responsible for the management of district-level activities; the facilitation, coordination and support of the implementation of programmes; and the monitoring of activities at subdistrict level and reporting to the Provincial Office.
- The subdistrict offices, with their service delivery institutions such as hospitals, PHC facilities and social development institutions, as well as service delivery points, are responsible for service delivery at the coal-face of the Department. The subdistrict offices will also coordinate, integrate and monitor the activities of the service delivery points and submit reports to the districts.

**Design process**

Based on the aforementioned design model, the design process in both new departments was done according to the following 22 key steps.

1. A formal request and agreement between the DPSA and the DHSS were followed by a diagnostic process, which
highlighted areas that needed urgent attention.
2. Consultation sessions pertaining to the programme were held with Senior Management.
3. Agreement was reached on the approach and processes to be followed.
4. Focus group workshops were conducted to review the 2003 organisational structure.
5. A review of relevant policy frameworks and documents was conducted to obtain insight into the operations and to develop an understanding of the legislative mandates governing the functions of the two departments.
6. Focus group workshops were conducted on the design of the functional organisational structure to gather input on all the functions of the two departments.
7. An analysis of data was carried out and the current organisational design was benchmarked against the designs of similar departments in other provinces.
8. Functional structures were developed by designing the functional structures without any mentioning of posts. This was necessary to ensure that all the mandated functions that the two departments have to execute were provided for and that they were grouped appropriately.
9. Consultation processes (focus groups and one-on-one discussions where necessary) on the functional structure were conducted with managers at all levels.
10. The staff establishment information was then gathered.
11. The staff establishment information was verified with the human resource (HR) units.
12. The staff establishment information was validated with the various managers.
13. The validated existing posts, as well as new posts were incorporated into the functional structure. The existing posts on the approved staff establishment were ‘transplanted’ onto the functional structure to ensure that the redesign process conformed to the dynamics of restructuring – i.e. the job security of all staff would be maintained.
14. Staff establishment gaps in the proposed organisational structures were determined and posts the departments required to function optimally were identified.
15. The creation of new posts was considered where gaps in the resources, or a lack of critical mass could be identified on the basis of inputs from the departmental management. Standard organisational design principles require posts to be created on the basis of work measurement, which is a very time-consuming process. The agreed-to approach followed in this regard was deemed quicker, but still conformed to the principle of objectivity.
16. The team benchmarked the proposed staff establishment of the two departments, using the national staffing averages in specific occupations as the available staffing ‘norm’. This was done to assess whether the staff establishment proposals emanating from this project were reasonable, as well as to determine to what degree specific professional occupations in the two departments still had to be strengthened.
17. A prioritisation of posts was done by managers, guided by the team, which included unfunded vacant posts that still had to be activated, as well as newly proposed posts.
18. Costing of the organisational structure was done, taking into account the Medium-term Expenditure Framework (MTEF) processes.
19. Implementation plans were developed to assist with spreading the implementation costs over the medium term.
20. All the new senior management service (SMS) posts were subjected to a job evaluation process to ensure that the proposed posts were graded correctly in the new organisational structure. It was proposed that the Office of the Premier graded lower-level posts as part of the implementation processes.
21. The final organisational structures were presented to the relevant authorities, including the provincial EXCO, for adoption.
22. Approval was obtained from the MEC and the implementation process was started.

(c) Programme management structures

The initial arrangement was that the Department would assume the project management role and that the DPSA support team would provide technical advice and assistance. This entailed the provision of specialised assistance in doing an organisational review and design, as well as the facilitation of planning and programme management.

As a result of the programme management challenges encountered, EXCO mandated the DPSA team to play a
leading role in the roll-out of the project to fast track implementation. This contributed substantially to fast-tracking the organisational review and redesign process, particularly on the health side. Effective strategic and operational programme management structures were put in place to ensure ownership of the support programme. This was necessary, since the Premier, in his State of the Province address, highlighted the programme as a priority project that would contribute towards turning around the Department of Health in particular. The following programme management structures were put in place for the support programme:

(d) Strategic programme structures

The MEC appointed a Technical Task Team to ensure that all role-players prioritised the project and cooperated fully in the finalisation of the project. Fortnightly progress reports were submitted to the Technical Task Team to track progress and provide inputs.

The Premier also appointed a Political Task Team to provide project governance. The role of the Political Task Team provided a basis for the accelerated implementation and monitoring of the programme. Fortnightly progress reports were submitted to the Political Task Team for input and decision making on the way forward. These structures facilitated the decision-making processes and ownership of the programme by the Department.

The Project Team, supported by the Political Task Team, provided continuous feedback to EXCO with a view to decision making and the adopting of recommendations on the structure and related matters.
(e) Operational programme structures

Departmental operational (management) meetings provided a platform for managers’ active involvement in projects. Line managers were responsible for the functional content. Programme coordinators were appointed to facilitate and coordinate programme activities, such as organising meetings and workshops. Finance units assisted the team in costing the structure, while the HR management units assisted in gathering information pertaining to the staff establishment. The Office of the Premier was engaged in specific projects, such as job evaluation (JE) and provided on-going technical support.

Overall findings

The organisational structure of the DHSS had last been reviewed in 2003 and was therefore outdated. The existing structure could not serve as a reliable source of baseline information, particularly concerning information pertaining to the staff establishment. The Department could not respond to service delivery challenges, since the organisational structure was not aligned with the Strategic Plan, the priorities of the Department or the budget structure. Previously, the two departments functioned as branches in a multi-functional department and the strengthening of the management core of the Department was inhibited by this configuration (e.g. ceiling of DDG for Health Branch). This was one of the factors that attributed to the Department’s poor performance.

The previous organisational structure was characterised by duplications and it still included institutions/offices that had been transferred to provinces such as Gauteng as a result of the demarcation of municipal and provincial boundaries, while the Bushbuckridge subdistrict, which had been transferred from Limpopo, was not yet integrated.

The organisational structure still contained social security functions, which had been transferred to the South African Social Security Agency (SASSA). Some of the service delivery points were operating outside the structure, including five social development and 23 health service delivery points, which had been established after approval of the 2003 organisational structure.

The previous organisational structure did not indicate post levels, which affected the costing of the structure. For example, a major shortcoming was that the Department was constantly overspending on employee compensation, even though it reported an approximate 50% vacancy rate. The incorporation of unfunded posts into the PERSAL system also resulted in skewed reporting in terms of the number of filled and vacant posts. This furthermore resulted in the Department filling unfunded posts, which bloated the structure and led to overspending. Some of the post names and job titles did not correspond and some of the posts were not located correctly.

In the Health Branch (now the new Department of Health) there were 10 501 out-of-adjustment posts (the ranks of incumbents did not correspond with their post levels), out of 17 391 ‘warm bodies’. The validation process indicated that approximately 7 000 out-of-adjustment posts were as a result of the occupation-specific dispensation (OSD) for nurses, whereas 3 500 out-of-adjustment posts remained unexplained. The Social Services Branch (now the new Department of Social Development) had only 16 out-of-adjustment posts out of 1 191 ‘warm bodies’. A major shortcoming, however, was that the incumbents of these posts were mostly remunerated at a higher level than what the posts allowed for and, as a result, the Department was constantly overspending on employee compensation.

More than 50% of medical officer posts were filled on a sessional basis. However, the appointment status of these posts on the PERSAL system classified them as permanent employees. The appointment of sessional doctors as permanent employees skewed the human resources information, as more than one sessional medical officer could be appointed against one post, depending on the number of sessions worked by the incumbents.

It was also discovered that there were continuously support staff members who were working overtime ‘permanently’. This also exacerbated overspending in the Department.

The validated results of the staff establishment information are as follows:

- **Health**: The PERSAL system captured 26 456 active posts, whereas the organisational structure comprised only 22 496 posts.
- **Social Development**: The PERSAL system captured 1 635 active posts, whereas the organisational structure comprised only 1 494 posts.

The above findings are attributed to unfunded posts that had been activated on the PERSAL system and that were continually being filled, as well as posts that had been created and filled outside the structure. As the project implementation
progressed, it became clear that there were instances of staff members appointed permanently without posts actually being available.

Lessons learnt

• External support approach

The approach followed by the DHSS of requesting the support of an external department (DPSA) to assist in reviewing, redesigning and developing the organisational structure lent an improved degree of objectivity to the process. This was done to avoid the “what-is-it-in-for-me?” syndrome, and therefore, the focus was on what would work best for the Department.

• Institutional programme arrangements

The model of programme governance and quality assurance applied by the Political and Technical Task Teams ensured the successful implementation of the programme. The involvement of these high-level structures provided an operational working mechanism that yielded results, since the commitment of its leadership is vital for any project to achieve its goals.

The Political Task Team provided a basis for performance and the monitoring of both progress and the quality of deliverables. The commitment of the MEC in this governance structure made senior managers more responsible towards, and accountable for, the results of the programme. The involvement of the senior managers via the Technical Task Team and management meetings ensured ownership of the programme by the Department. These structures provided effective coordination of the programme at departmental level. They also provided line managers with an opportunity to be content owners of the process of organisational design and development to improve service delivery readiness in the two departments.

• Working culture and values

The planning and implementation phases of the programme were initially characterised by a lack of cooperation, commitment and discipline on the part of the departmental managers. The DPSA team was seen as an obstacle in resolving departmental challenges, rather than a partner in the whole process. However, effective negotiations, cooperation and collaboration between role-players proved to be significant for the success of the programme. The involvement of the then Deputy Director-General of Social Services and the Political and Technical Task Teams resulted in a maturing relationship among stakeholders. Towards the end of the programme, there was a common understanding in terms of the role of all key stakeholders, while a culture of commitment was cultivated in ensuring the success of the programme.

Central to this achievement was the strong programme management and facilitation role played by the DPSA team; commitment from line managers; strong leadership by the Technical and Political Task Teams; and teamwork. It is evident from several case studies that a reciprocal relationship between partners in any project contributes to the success of the project/programme. The commitment and the passion of the MEC also played a vital role in facilitating decision-making processes and accelerating the implementation of the project.

• Communication and active participation

The programme design process ensured active participation by officials at provincial, district, subdistrict and service delivery point levels via focus-group sessions and workshops. Cognisance was taken of the fact that the opinions and reactions of staff play a meaningful role – particularly in a project of this nature. In any project, lack of or poor communication could result in passive participation by employees or officials at lower levels and it could also contribute to resistance, which could eventually result in the collapse of the programme. An effective communication strategy should be put in place during the planning phase, which was not the case in this project.

• Support vs advice

The composition of a project team is a vital element in ensuring a strong representation of departmental officials, particularly those who can make decisions. The project manager should be an official from the Department to ensure that the DPSA team plays an advisory and support role, rather than taking over the project. The support approach followed in this programme required the DPSA team to remain on site. The advantage of the on-site approach was that it enabled the team to establish trust and cement a working relationship with stakeholders, which contributed to the success of the project. The disadvantage was that the approach was costly in terms of accommodation and travel.

It is important that the on-site team should be multi-disciplinary in terms of skills requirements, since the team
should be able to handle any project-related issue that needs to be addressed while on site, as well as non-project related issues that may reinforce the programme indirectly. Team members should also familiarise themselves with the work culture and the environment, especially the different legislative frameworks governing the two departments and their respective priority programmes and strategic objectives, in this case.

- **Scope and time-frame**

It is clear that the initial time-frame (three months) set for the implementation phase was an underestimation of the scope of the programme. The initial time-frame did not take into consideration that the then Department comprised two, almost full-fledged line departments. Neither did it take into account the complexity of both functions and that the focus was not only the provincial office, but also the district and subdistrict offices and service delivery institutions/service points.

The diversity of the different professional posts and functions also added to the complexity of the process. These factors, as well as the ever-extending scope and the challenges encountered throughout the phases of the programme, resulted in the programme being implemented over a period of 12 months. This might also have been due to the fact that a different team, who was unaware of the intensive nature of the engagement programme, conducted the diagnostic process.

- **Ever-increasing scope**

The implementation of the programme took longer than envisaged, since the scope and complexity of challenges were underestimated during the planning processes. Again, the scope and complex nature of the programme resulted in the DPSA team getting more closely involved in the project and other matters (*ad hoc* activities) pertaining to the departments.

The time-frame was also prolonged by the nature of the challenges that had to be addressed, which included both hard and soft issues. The closer involvement of the team also resulted in members getting involved in some internal issues, which led to additional requests. However, some of the additional requests strengthened the implementation of the project. For example, the splitting of the Department into two independent departments did not form part of the original scope of the project, but contributed to the quality of the deliverables.

- **Cost-sharing model**

The cost-sharing model applied required the DPSA to cover subsistence and travelling costs, while the DHSS was
responsible for accommodation costs. Although the DPSA does not normally charge departments for advisory and support services, the two departments agreed to share the costs because the adopted assistance approach required the team to remain on site.

The model was implemented without any hitches. The cost-sharing model also contributed to both partners remaining committed to the finalisation of the programme, as failure to do so would have resulted in fruitless expenditure.

**Validation of staff establishment information**

The verification of the staff establishment, which became a factor in the organisational design process of both departments, transpired to be a critically important process that could be utilised by other departments to ensure the alignment of their organisational structure to the PERSAL system.

In this regard, the verification process was done by comparing the information contained in the organisational structure and in the PERSAL system, as well as the ‘head count’. The scope of this exercise included the validation of 26 456 health posts and 1 635 social development posts. Although it was a time-consuming process, the exercise identified discrepancies and also facilitated the abolition of unfunded posts in the structure. The findings of the validation process provided a reliable foundation of baseline information, which was utilised to finalise the costing and development of the Multi-year Implementation Plan.

The involvement of the internal auditors, HR managers and the Finance Unit provided the two departments with a good understanding of the identified problems and strategies to avoid and address such problems. As a result, the skills pool of the two departments that could handle such exercises in the future was broadened.

The validation process gave a clear indication that the information departments provided on the number of filled posts and funded vacant posts might be unreliable, since it could include unfunded posts that are actually non-existent.

**Delegation of authority**

It was necessary for the departments to review their human resources and the financial delegation of authority after the organisational review or re-organisation processes to ensure proper alignment between the implementation of the organisational structure and decision making. This practice is in line with good management practice because it ensures effective, decentralised decision making at relevant levels in the Department. The development of the delegation of authority principle also provided support to the emerging decentralised service delivery and design model.

**Determining the appropriate number professional posts**

The benchmarking of the proposed staff establishment against the staffing norms of the national Departments of Health and Social Development was investigated to provide a macro perspective on the specific number of professional posts required to strengthen the staff establishment of both departments.

Concerning the Department of Health, it was found that no formal norms existed and that the Department considered the development of norms as a future priority area. On the basis of this finding, the team drew a comparison with the national averages of post provisioning pertaining to specific professional occupations to assess whether the staff establishment proposals emanating from this project were reasonable and to determine to what degree specific health occupations in the Department needed to be strengthened.

This approach was applied to compare selected occupations, as provided for in the 2003 staff establishment, with the same occupations on the proposed staff establishment to gauge whether a significant improvement had been realised.

With regard to social development, the national Department of Social Development set a norm for the allocation of posts of social workers in terms of a ratio of one social worker to every 3 000 members of the population (1:3 000).

However, the estimation to determine the number of professional posts that the Department would require to attain the target ratio was based on the information emanating from the community survey conducted by StatsSA in 2007, the analysis of the current staff establishment and the demographic profile of Mpumalanga.

The lesson learnt from the above analysis is that limited information based only on population numbers would provide a staffing norm that might not respond effectively to service delivery challenges.

It is the view of the team that the provisioning of social workers should be based on their case load per area, rather than on the norm based on population figures.

Cognisance should be taken of the fact that a sweeping norm,
based on a social worker per number of the population, does not take into account the reality that some areas may have a larger percentage of needy citizens requiring support by social workers and this method could, therefore, disadvantage the needy areas/populations.

The Department was advised to discuss this matter with the national Department of Social Development.

Obviously, the benchmarking exercises conducted by the team only provided an indication of how the two departments compared with the national averages of post provisioning. Such averages should not be regarded as the ideal norm for effective service delivery.

Centralisation of the organisational development function

Provinces that have centralised organisational development (work-study) functions should afford large departments, such as those for health and education, the opportunity to provide human capacity for this function, since reliance on central responsibility could result in some of the organisational structural challenges identified in this support programme.

The fact that the targeted departments had no such dedicated capacity and had to rely on the centralised capacity of the Office of the Premier could have been a contributory factor to the last formal organisational review conducted taking place as far back as 2003. In terms of the Public Service Regulations, such reviews must be conducted annually.

Recommendations

Based on the findings of and the lessons learnt from this case study, the following recommendations are presented to ensure continuous improvement in terms of organisational review and development in the Public Service:

- Good practice in organisational development dictates that the organisational structure of a department should be aligned to its strategic objectives. To ensure and maintain optimal alignment, it is recommended that the organisational structure be reviewed when the strategic objectives of the department change. This is in line with Public Service Regulation B.2, which stipulates that the organisational structure of a department should be based on the department’s strategic plan. The practice will ensure timely alignment of the organisational structure to new priorities and programmes, as well as to other changes, such as the transfer of functions and the abolition and creation of functions or posts.

- To minimise the incidence of out-of-adjustment filled posts, it is advised that, in cases where the salary range of the occupant of a post either exceeds or is lower than the salary range associated with the approved post level, a department should either redesign the job associated with the post to equate it to the post costs and the remuneration of the incumbent, or transfer the incumbent to another position on the same salary range. Again, all newly defined or created posts should be subject to job evaluation.

- It is recommended that the correct designation and level of posts be reflected on the staff establishment, since a lack of information could affect the costing of the organisational structure with potential cost over-runs resulting from the fact that staff members are remunerated at an incorrect level.

- It is recommended that overtime should not be implemented in a vacuum, but should be based on departmental policy and that the necessary control measures should be exercised at all times. The implementation of an overtime policy should also take cognisance of those categories of employees who may not receive overtime compensation due to the nature of their work, as well as of the maximum overtime that an employee may work over a period of time. This will curb the practice of officials working overtime ‘permanently’ or irregularly as a result of overtime that is not mandated properly in accordance with policy.

- It is recommended that accounting officers should ensure that unfunded posts are not activated on the PERSAL system to ensure that unfunded posts are not filled. Departments should also ensure that there is a sufficient budget available for the filling of posts to avoid over-expenditure on employee compensation.

- It is recommended that the sessional medical officers be appointed and remunerated under the budget item, ‘Consultancy Services’, because the appointment of sessional doctors as permanent employees often skews HR information. This is because more than one sessional medical officer could be appointed against one post, depending on the number of sessions worked by the incumbents. However, the approach of appointing and remunerating sessional medical officers under the budget item, ‘Consultancy Services’, would require effective planning and implementation, so as not to delay the processing of payments.

- It is recommended that departments prioritise the development of HR plans that would provide a macro perspective on the specific number of professional posts
required to strengthen the staff establishment of the
departments to enable them to respond to service delivery
challenges.
• It is recommended that departments develop or review
their HR and the financial delegation of authority as part
of the organisational review or re-organisation processes to
ensure proper alignment between the implementation of
the organisational structure and decision making.
• It is recommended that, in the case of provinces that have
centralised organisational development (work-study)
functions, large departments such as Health and Education
be afforded the opportunity to provide human capacity for
this function, since reliance on the central responsibility
could result in some of the organisational structural
challenges identified in this support programme.

Conclusion

The above process was guided by the Directive on
Organisational Restructuring, which specifies that
determinations on the organisational structure of a department
shall be subject to consultation with the MPSA, as well as to
the information that must be provided by EAs when
approving the organisational structure after consultation with
the MPSA. It is advised that departments, and larger
departments such as Education and Health in particular,
review their organisational structures annually as stipulated in
the Public Service Act to minimise the challenges identified
in this programme.

In conclusion, it is important to take cognisance of the above
challenges that were encountered, while the lessons learnt
should be considered when implementing future support
programmes.

The DPSA identified the following areas to be addressed by
means of high priority projects:
• The development of an engagement ‘intervention’
framework.
• The development of an organisational capacity assessment
framework.
• The development of generic organisational structure
blueprints.
• ‘Cleaning’ of the PERSAL system.
South Africans called to invest in biodiversity

— By Gabi Khumalo

Pretoria – Minister of Water and Environmental Affairs, Buyelwa Sonjica, has called on South Africans to unite in a global alliance to protect life on earth by investing in biodiversity. Speaking at the official launch of the International Year of Biodiversity, Sonjica said all communities ought to guard their natural resources against unscrupulous people who loot the country's resources to a point of depletion.

"Our local communities need to be made aware of the importance of, for example, the bull frog and the elephant in their daily existence," Sonjica said, adding that indigenous knowledge needed to be harnessed to allow communities to adapt to changing conditions.

The United Nations declared 2010 as the International Year of Biodiversity, a celebration of life on earth and the recognition of the links between biodiversity, ecosystem services and human well-being. Celebrations for the International Year of Biodiversity will take place under the theme, "Biodiversity is life, Biodiversity is our Life".

The theme aims to raise awareness of the importance of conserving biodiversity for the well-being of humankind, to promote an understanding of the economic value of biodiversity and to enhance public knowledge of the threats to biodiversity and means to conserve it.

The Department of Water and Environmental Affairs has developed dedicated themes for each month, linking the benefits of biodiversity to society. The theme for February is Biodiversity is Precious. – BuaNews

Limpopo steps up housing delivery

— By Siphiwe Nyathi

Polokwane – Limpopo's Department of Local Government and Housing has increased the number of RDP houses it has built from 11 000 in the 2008/2009 financial year to 16 000 this year.Departmental spokesperson, Clayson Monyela, said the increase was due to stricter monitoring of building contractors.

"Since taking over the position as MEC for Local Government and Housing in May last year, Soviet Lekganyane has already terminated the contracts of more than 42 housing contractors who were not delivering or performing poorly."

He said Lekganyane had given notice to the Department's contractors that projects for this financial year had to be completed by the end of March. Failure to do so would result in the termination of their contracts, and they would be replaced by high-capacity developers.

"Some contractors in the system have been building houses from as far back as 2002 without making any progress. We needed to send them a strong message, as well those who are working at a snail's pace," Monyela said.

The MEC has committed himself to cleaning up the housing value chain to ensure that the province continues to build good-quality houses that citizens can call home proudly.

Lekganyane has instructed his Department to check each developer's track record closely and not to award contracts to those who had been found wanting in the past.

Contractors who are building 500 homes or more must also supply upfront money guarantees from a bank in favour of the Department. Such guarantees are not transferable or negotiable, nor can they be revoked. They are held for the duration of the projects and, in the event of contractors failing to deliver, the Department has the right to claim the guarantees and use the money to appoint someone else to complete affected projects.

"This is a win-win situation for us. It means the risk to the Department is minimised and we can always recover any possible losses through the guarantees," Monyela said.

Other quality-control measures include the retention of 5 percent of a contractor's payment for six months after a project has been completed, during which time project managers thoroughly inspect the houses' quality and look for possible defects.

"If none is found, the balance is paid. If mistakes or shoddy workmanship are discovered, the contractor is instructed to go and fix the mess under the supervision of the National Home Builders' Registration Council," said Monyela. – BuaNews
Child grant extension rolled out in Mpumalanga

– By Bongekile Mhlanga

Nelspruit – The long-awaited extension of the child-support grant has been rolled out in Mpumalanga.

The Mpumalanga arm of the South African Social Security Agency (SASSA) has announced that the grant has been extended from 14 to 15 years, effective from January 2010. "This is an ongoing process and every year in January it will go up by one year," said spokesperson Senzeni Ngubeni.

The extension was approved by Cabinet in October last year after Government learnt that more than two million children between the age of 15 and 18 continued to live in conditions of extreme poverty. Ngubeni encouraged people to register their eligible children, who must have been born on or after 1 October 1994.

"SASSA hopes the change marks a serious change to people’s lives for the better," he said.

The news has been met with enthusiasm from people in the province. Thandi Zitha from Acornhoek, whose child grant was cut off in December, said she was happy that Government was making an effort to "care for the nation”.

"I am not working and this extension has come at the right time. I’ve just lost my job and my husband is doing odd jobs around Gauteng, so this is going to help us,” she said.

There are eight types of grants provided by SASSA, namely for elder persons, disability, war veterans, care dependency, foster children, child support, grant-in-aid, and social relief of distress.

– BuaNews

R13m for developmental state research

– By Nthambeleni Gabara

Pretoria – The Kingdom of the Netherlands has donated R13 million to the Human Sciences Research Council (HSRC) for a two-year research and policy initiative. The donation will assist in generating knowledge to help South Africa develop a democratic developmental state. This initiative will be the first of its kind to be undertaken by a South African research institution.

Chief Executive Officer of the HSRC, Dr Olive Shisana, said: "We are pleased that the Embassy of the Kingdom of the Netherlands has agreed to fund the HSRC to undertake this research, which aims to further the debate and inform policy through research.”

Shisana said the initiative aims to address the country’s developmental challenges, including achieving equality, reducing poverty and unemployment, growing the economy and building a knowledge-based economy.

Netherlands Ambassador to South Africa, Rob de Vos, said his
government had observed with keen interest the South African government's growing commitment to establishing a democratic developmental state.

"We believe that the timing of the project could not have been better. The issues that will be placed under the microscope are those that are currently being whispered about in the corridors and shouted about from some rooftops," he said.

Of special interest, said De Vos, is the work around state capacity, the functioning of the labour market, how natural resources can be used in a developmental strategy, as well as the function of state-owned enterprises.

The initiative, which will be implemented under the auspices of the newly established Centre for Africa's Social Progress (CASP) at the HSRC, will have policy and research components. The policy component will include a model of a developmental state for South Africa, which will feed into government agencies and departments. The research component will consist of two main projects – state capacity building and state-owned enterprises.

The HSRC will work closely with policy stakeholders in Government, civil society, business and labour, and with community groups and academics to inform public policy, scholarly discussions and public debates. – BuaNews

Cup are huge for Gauteng. "We have to do everything to ensure that we will be ready to welcome the multitude of visitors who will be in our province during the world cup-tournament. The fans, players, officials, organisers and everybody else who will be part of the world cup must be able to stay and move freely within our province," she said.

Mokonyane said the true hosts of the FIFA World Cup are the people who will work together to ensure that the event is a success.

Last year, the province launched the Gauteng Gateway 2010 campaign aimed at mobilising the people of Gauteng to take ownership of the event and to give the visitors a great treat that will make them want to return to Gauteng after the World Cup.

The opening ceremony and the first match between Bafana Bafana and Mexico will be played in the province at Soccer City. Johannesburg will also host the International Broadcast Centre and the FIFA head quarters for the duration of the tournament. Most national teams will also set up their base camps in Gauteng, while international visitors travelling by air will land in the country through OR Tambo International Airport. – BuaNews

Gauteng sets up a monitoring unit for 2010

– By Nthambeleni Gabara

Johannesburg – The Gauteng Executive Council (Exco) has established a monitoring unit to work with municipalities and other government departments involved in organising the 2010 FIFA World Cup.

Outlining outcomes of an Exco meeting to reporters, Gauteng Premier, Nomvula Mokonyane, said the unit will focus on critical issues such as disaster management, emergency services, health services, food supplies, hospitality, traffic management, public safety and entertainment.

Mokonyane said the unit will report to a subcommittee of the Exco comprising MECs for Sports; Arts; Culture and Recreation; Roads and Public Transport; Economic Development; Health and Social Development and Local Government and Housing.

The Premier said the implications of hosting the FIFA World
**Book Review**

Title: *Africa’s Development Thinking since Independence*  
Editor: Dr Eddy Maloka  
Publisher: Africa Institute of South Africa  
ISBN: 0798301600  
Originally published in 2002

— *Reviewer: Chris Kanyane*

The book, *Africa’s Development Thinking since Independence* provides a wealth of knowledge underlining the fact that Africa is not short of ideas for its development and well-being. In fact, perhaps Africans have so far had too many ideas for Africa’s development endeavours. The problem has been political capacity at implementation level in a vast continent with many loose, small, disconnected countries (former European colonies disconnected from African indigenous realities and demarcated to serve Europe).

Indeed, Adebayo Adedeji, one of the continent’s profound developmental thinkers, observes that “while African leaders can be faulted in many ways like all other leaders, they have made a series of heroic efforts since the early 1970s to craft their own indigenous development paradigms in the light of their own perceptions”.

The book begins with an introductory chapter, Reminiscences and personal reflections: Development Initiatives for Africa, by John A Tesha (the current Secretary General of the Africa Forum). In the chapter, Tesha laments the irony of the African continent in that, despite being the origin of humankind and early civilisations, the continent has failed to make a sustained impact in reshaping the destiny of humanity in general; that Africa is left to nostalgia recapturing the historic memories of the Egyptian pyramids and the Great War generals, the empires and kingdoms that characterised the African continent many centuries ago.

Tessa also notes the fact that Africa's earlier cultural and intellectual reservoirs do not seem to have played a significant role in Africa's contemporary thinking on development. In to this regard, Tesha notes: "... who cares to remember and give credit to the Universities of Timbuktu and Al-Azar, which were established before the advent of Christianity? Equally, who cares to remember and recognise the great walls of Mapungubwe or the great civilisations along the Nile River or the Rift Valley?" Tesha further asks: How does one explain...
the fact that Africa, with its abundant natural resources and human capital, has the largest number of hungry people and the lowest income levels?

He goes on to identify three phases that brought Africa to its current state.

**Phase 1**

The first phase was the scourge of the slave trade and its long-term impact on Africa's underdevelopment. The scandal of the slave trade resulted in the forced migration of millions of Africans to the colonial plantations and mines in the Americas and the institutionalisation of political violence on the continent.

**Phase 2**

European colonialisation represents yet another long historical process of perverse and malice integration of the African continent into the global capitalist system through production, investment, trade and politics. This malice (viz Africa's integration into the global economy through colonial imposition and structural adjustments of African economies by the World Bank and the International Monetary Fund) distorted and, at times, undermined the efforts of Africans to recover from the effects of such integration.

**Phase 3**

The third, and contemporary phase of integration is neo-colonialism. One of the major features of neo-colonialism has been the emergence of multilateral institutions as key actors in the policy management of development cooperations. Tesha argues that these are the institutions that are responsible for setting the pace, direction, conditionalities and cross-conditionalities of development cooperation and international relations.

Thus, Tesha tackles practical realities about Africa: that although Africa has the potential to be the richest continent on earth, its present and future, like its past, remain the object of international manipulation, exploitation and ridicule.

According to Tesha, the solution to Africa's development dilemma rests squarely with Africans themselves. External partners can only supplement our efforts; they cannot replace the initiatives of the African people and their leaders. Africa's capacity to address its own problems was clearly demonstrated during the liberation struggles when African leaders and people committed themselves and resolved to fight foreign domination in all forms, including the dismantling of the racist apartheid regime in South Africa.

Reflecting on the dismantling of apartheid in South Africa, one could offer some experiences and reflections. A reference could be made here about the sterling role played by students of the University of the North in the 1960s, 1970s and 1980s. To paraphrase Dr Ineke Van Kessel, a prominent historian at the Leiden University in the Netherlands:

The University of the North, also known as Turfloop, played a vital role as the centre of communication, coordination and ideological direction …. It was the engine that propelled the new South Africa into being.

Africa needs to learn from its lessons, and it is against this background that initiatives such as the creation of a website, www.turfloop.com, which deals with the struggles of the Turfloop students in the 1960s, 1970s and 1980s against apartheid, are worthwhile.

Tesha concludes the chapter by reflecting on initiatives designed for the development of Africa: “…the initiatives must be home-grown, participatory and democratically conceived and implemented. Africa has the potential to discharge its responsibilities for the implementation of its own ideas and initiatives…..influence of the international community should be confined to a facilitating role”.


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.