



THE EVALUATION OF HEADS OF DEPARTMENT FOR THE 2001/2002 FINANCIAL YEAR

THE EVALUATION OF HEADS OF DEPARTMENT
FOR THE 2001/2002 FINANCIAL YEAR

Published in the Republic of South Africa by:

THE PUBLIC SERVICE COMMISSION (PSC)

Commission House
Cnr. Hamilton & Ziervogel Streets
Arcadia, 0083

Private Bag x121
Pretoria, 0001

Tel. (012) 328-7690
Fax (012) 325-8382
E-mail. info@opsc.gov.za
Website. www.psc.gov.za

Distributed by:
Directorate: Communication and Information Services

ISBN: 0-621-35507-0
RP: 14/2005

Date of issue: May 2005

TABLE OF CONTENTS

FOREWORD BY CHAIRPERSON	iv
GLOSSARY OF TERMS	v
LIST OF TABLES	vi
EXECUTIVE SUMMARY	vii
 CHAPTER 1: INTRODUCTION	
1.1 Background	1
1.2 Framework for the evaluation of heads of department	1
1.3 Role of the Public Service Commission	3
1.4 Purpose of the Report	3
1.5 Methodology	3
1.6 Scope	4
1.7 Conclusion	4
 CHAPTER 2: HEADS OF DEPARTMENT EVALUATION FRAMEWORKS APPLIED IN OTHER PUBLIC SERVICES	
2.1 Introduction	7
2.2 Evaluation systems	7
2.3 Conclusion	15
 CHAPTER 3: QUANTITATIVE ANALYSIS OF THE EVALUATION PROCESS	
3.1 Introduction	17
3.2 Statistical overview	17
3.3 Summary of ratings awarded to heads of department	25
3.4 Conclusion	28
 CHAPTER 4: QUALITATIVE ANALYSIS OF THE SECOND YEAR OF IMPLEMENTATION OF THE HOD EVALUATION FRAMEWORK	
4.1 Introduction	31
4.2 Evaluation panels	31
4.3 Support provided by the Secretariat	36
4.4 Linking individual performance of heads of department to organisational effectiveness	37
4.5 Evaluation process	39
4.6 Outcome of the evaluation	43
4.7 Conclusion	44

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1	Introduction	47
5.2	Leadership challenges	47
5.3	Addressing the disjuncture between departmental and individual performance	48
5.4	Commitment by executing authorities and heads of department during the evaluation process	48
5.5	Evaluation periods in excess of one financial year	49
5.6	Inconsistency in implementing the framework	50
5.7	Improvement in the composition of evaluation panels	50
5.8	Documentation used for the evaluation	51
5.9	Support provided by the Secretariat in the evaluation process	52
5.10	Conclusion	52

ANNEXURES

1.	Components of the framework for the evaluation of heads of department	54
2.	Agenda	58
3.	360-degree evaluation instrument	59
4.	Rating scale	66
5.	Proforma advice	67
6.	Final decision by the executing authority	68

FOREWORD BY THE CHAIRPERSON

As we celebrate the ten years of our democracy and the achievements that accompany it, it becomes equally important to focus on the job at hand to ensure sustainability in the delivery of Government programmes. The process of evaluating heads of department (HoDs) provides Government with a yardstick of measuring performance on its programmes.

It, therefore, gives me great pleasure to present this report on the implementation of the framework for the evaluation of HoDs for the 2001/2002 financial year. This marks the second implementation of the framework since its adoption during April 2000. The 2001/2002 evaluations saw a significant improvement, particularly in the number of HoDs evaluated. The Public Service Commission (PSC) can only attribute this to the level of commitment demonstrated by executing authorities and HoDs for the successful implementation of the process. But most importantly, it is the realisation by executing authorities and HoDs of the value of the framework in providing them with the necessary feedback on the achievement of departmental strategic objectives as well as identifying any areas of improvement. The report provides both quantitative and qualitative information on the outcomes of the evaluations. The outcomes of the evaluations demonstrate the high quality of leadership in the South African Public Service.

The PSC continues to seek ways of improving the system by aligning it with best practices internationally. It is for this reason that during July and August 2003, the PSC undertook study tours to the State Services Commission in New Zealand and the Privy Council in Canada in order to learn from the experiences of these institutions in their implementation of performance management systems for their Chief Executives and Deputy Ministers respectively (equivalent of South African Directors-General). Valuable lessons were learned from these visits and have been incorporated in the key recommendations for improving the framework.

I wish to extend my appreciation for all involved in the implementation of the framework and the development of this report.



PROF SS SANGWENI

CHAIRPERSON OF THE PUBLIC SERVICE COMMISSION

GLOSSARY OF TERMS

CMC	:	Core Management Criteria
EA	:	Executing Authority
EC	:	Eastern Cape Province
FOSAD	:	Forum for South African Directors- General
FS	:	Free State Province
GP	:	Gauteng Province
HOD	:	Head of Department
JCPS	:	Justice, Crime Prevention and Security
LP	:	Limpopo Province
MEC	:	Member of Executive Council
MP	:	Mpumalanga Province
MPSA	:	Minister of Public Service & Administration
MTEF	:	Medium Term Expenditure Framework
NEPAD	:	New Partnership for Africa's Development
NC	:	Northern Cape Province
NIA	:	National Intelligence Agency
NICOC	:	National Intelligence Co-ordinating Committee
NW	:	North West Province
OPSC	:	Office of the Public Service Commission
PMDS	:	Performance Management and Development System
PSC	:	Public Service Commission
SA	:	South Africa
SAMDI	:	South African Management Development Institute
SADC	:	Southern African Development Community
SAPS	:	South African Police Service
SASS	:	South African Secret Service

LIST OF TABLES

TABLE 1	: HoDs evaluated for the 2001/2002 financial year by means of the framework at national level
TABLE 2	: HoDs not evaluated in terms of the framework during the 2001/2002 financial year and the reasons for non-evaluation
TABLE 3	: HoDs evaluated for the 2001/2002 financial year by means of the framework at provincial level
TABLE 4	: Reasons for non-evaluation and number of HoDs in each category per province
TABLE 5	: Rating scale used for the evaluation of HoDs
TABLE 6	: Summary of ratings awarded to HoDs

EXECUTIVE SUMMARY

1. INTRODUCTION

Improving performance is at the top of the transformation agenda in most developing countries. South Africa has also recognized the importance of improved performance in accelerating service delivery. Since 1994, many public service reforms have been focused on improving government performance, particularly at the level of senior management. This emphasis is understandable as senior managers play a pivotal role in achieving government objectives.

The work of a HoD has become complex, highly demanding, requiring continued involvement in crosscutting or intersectoral efforts, with greater emphasis on the achievement of outcomes. Changes in society's values and expectations have increased the complexity of developing and implementing public policy. HoDs must think and act horizontally and holistically, leading through innovation and inspiration rather than by command and control. HoDs must, through their performance, enhance co-operative governance and intergovernmental relations between the three spheres of government, and integrate and co-ordinate efforts in improving service delivery.

2. FRAMEWORK FOR THE EVALUATION OF HEADS OF DEPARTMENT

Realizing the importance of measuring the performance of heads of department, Cabinet approved the development of the framework for the evaluation of heads of department. The framework is underpinned by specific principles that lay the basis and regulate the evaluation of HoDs, as indicated in paragraph 1.2 of the report.

3. ROLE OF THE PUBLIC SERVICE COMMISSION

The PSC plays an important role in the evaluation of HoDs. Not only was it tasked with the development of the framework, but it also manages the process through the involvement of its commissioners as Chairpersons of the evaluation panels and its Office as secretariat to evaluation panels. The PSC comes to the process as an independent role player to ensure that the evaluation process is fair, equitable and consistent in the application of the norms and standards.

4. PURPOSE OF THE REPORT

During the first year of implementation a number of challenges were experienced, amongst others the quality of documentation used for the evaluations, delays in the finalisation of the evaluations and the lack of participation by some of the EAs. This report focuses on the second year of application of the framework that covered the 2001/2002 financial year.

5. METHODOLOGY AND SCOPE

The methodology applied to meet the objectives of the study included the assessment of evaluation forms completed by EAs, HoDs and panel members, evaluation of the process by the chairpersons and lessons learned from study tours to New Zealand and Canada undertaken by the PSC. The analysis of the evaluation process covers evaluations conducted both at national and provincial levels during the 2001/2002 financial year.

6. HEADS OF DEPARTMENT EVALUATION FRAMEWORKS APPLIED IN OTHER PUBLIC SERVICES

In order to determine whether challenges experienced during the first year of implementation could be overcome, study tours were undertaken to New Zealand and Canada. Information was obtained in relation to the following:

- Evaluation systems
- Sources of information and information management in the performance management system;
- Role players in the performance management system for HoDs;
- Scheduling of evaluation meetings;
- The length of evaluation meetings; and
- The rating system.

Lessons learned have been incorporated in the recommendations.

7. QUANTITATIVE ANALYSIS OF THE EVALUATION PROCESS

7.1 Statistical overview of evaluations conducted at national level

Out of 36 national HoDs, 23 were evaluated for the 2001/2002 financial year by means of the framework. The second year of implementation has seen a significant

improvement in the number of HoDs evaluated in comparison to 12 HoDs evaluated for the 2000/2001 financial year.

Details of the HoDs that were evaluated during the period under review as well as those that were not evaluated and the reasons thereof are contained in tables 1 and 2 in Chapter 3 of the report.

7.2 Statistical overview of evaluations conducted at provincial level

Out of a total of 77 HoDs, 38 were evaluated. This number included three HoDs that were not evaluated during the first year of implementation, and as a result were evaluated for two financial years. Thirty-nine (39) HoDs could not be evaluated during this period.

However, there has been a substantial increase in the number of HoDs evaluated in comparison to the 2000/2001 financial year (23). Table 3 in Chapter 3 illustrates the total number of HoDs evaluated in each province during the period under review.

The number of HoDs not evaluated as well as the reasons thereof are provided in Table 4 in Chapter 3 of the report.

7.3 Summary of ratings

A total of 61 HoDs (both national and provincial) were evaluated for the 2001/2002 financial year. Out of this total, 60 HoDs were awarded a rating between satisfactory and excellent. This figure implies that 98% of all HoDs that were evaluated, achieved the outputs/outcomes agreed upon in their performance agreements. One HoD's performance was rated below satisfactory.

8. QUALITATIVE ANALYSIS OF THE EVALUATION PROCESS

An assessment of the first year of implementation of the framework provided an opportunity to improve on the teething problems experienced. The second year of implementation was expected to be an improvement considering the conscious effort put into eliminating challenges previously experienced.

8.1 Evaluation panels

The diversity of panel members appointed, contributed to insightful discussions on HoDs' performance and facilitated the formulation of sound advice for EAs. A further positive that emanated from the panel meetings was the interaction between panel members and the HoDs. HoDs were given a perspective on the performance of their departments which under different circumstances they would not have had access to.

The promotion of representivity at the workplace is a critical transformation imperative. It was expected that EAs would reflect representivity and diversity in the appointment of panel members. However, in the provinces there was concern over the poor representivity of women on panels. Certain panels at national level also consisted predominantly of male members. People with disabilities were not represented on evaluation panels.

According to the guidelines EAs should confirm the appointment of panel members in writing with the Chairperson, after which the Chairperson communicates with the panel members regarding the evaluation process. There were, however, instances where panel members indicated that they were not aware of their appointment as panel members and as a result declined participation in the process. The lack of proper communication remains a serious challenge as it often delays the process as new panel members had to be appointed.

8.2 Support by the Secretariat

All evaluation panels were supported by a secretariat appointed from the Office of the Public Service Commission (OPSC). Panel members were generally satisfied with the manner in which the Secretariat summarised and packaged documents for the evaluation meeting. They remarked that the cross-references simplified and provided clearer scrutiny of relevant documentation. This expedited the verification of objectives and achievements. However panel members felt that a brief summary on the achievements of objectives should be provided to assist panel members in the assessment.

The OPSC has been resoundingly commended for its support during the evaluations. However, the PSC is mindful of the fact that documents still tend to be voluminous. There is a need for streamlining.

This is further supported by the experience obtained in New Zealand and Canada where more concise summaries are used albeit in a very similar format than the verification statement used in the South African system.

8.3 Linking individual performance of heads of department to organisational effectiveness

Experience gained since the implementation of the framework has shown that the process of evaluation of HoDs has not taken adequate account of the performance of organisations under the leadership of HoDs. To this end, in certain cases a disjuncture between individual and organisational performance may occur. A detailed discussion of this matter is provided in paragraph 4.5 of the report.

8.4 Evaluation process

As would be expected with new systems and processes the evaluation process has not been immune from challenges. An analysis of these challenges follows with suggestions for corrective solutions.

8.4.1 Challenges on documentation used for the evaluation

At both national and provincial evaluations the late submission of documents was experienced. There were also instances where performance agreements of HoDs did not show a proper link with the strategic plans of their departments. In some cases performance agreements were not signed, which raises concerns on non-adherence to regulatory requirements. This also raises questions about the relationship between EAs and their HoDs.

In most cases verification statements were also not signed by both the EAs and HoDs. In very few cases, EAs made brief comments on the performance of their HoDs in the verification statements. The PSC overcame this by affording the EAs an opportunity to provide an overview of the performance of the HoD at the beginning of the evaluation meeting. The process of signing the verification statement not only ensures compliance with the framework but also provides an opportunity for discussions on performance between the EA and the HoD.

8.4.2 Developmental areas identified during evaluations

Provision is made in the standard format for performance agreements for the identification of developmental areas that need to be addressed. In addition, the performance agreement format prescribed by the PMDS allows the identification of Core Management Criteria in terms of which HoDs should be evaluated. In many cases no developmental areas were, however, identified.

In order to assist with feedback on managerial competency, an optional 360-degree evaluation instrument was included in the guidelines developed by the PSC. Very limited use was, however, made of the instrument by EAs both for national and provincial evaluations. Out of twenty-three (23) national HoDs evaluated, this optional instrument was only used in the evaluation of two HoDs. In the provinces, this instrument was used in the evaluation of eleven (11) out of 38 HoDs. Provinces that used the 360-degree instrument indicated that it provided valuable feedback on managerial competencies.

Notwithstanding the limited use of the instrument, the majority of panel members agreed that the 360-degree evaluation instrument should be made compulsory for all HoD evaluations.

Panel members provided advice on areas where HoDs required further development. Further details are provided in paragraph 4.4.2 of the report.

8.5 Outcome of the evaluation

At the end of each evaluation meeting and after consideration of all information submitted, the evaluation panels provided the EAs with written advice on the performance of the HoDs. The advice contained a summary indicating the extent to which the HoD met stated objectives in terms of his/her performance agreement. Also included in the advice was the level of performance of the HoD as well as areas that required development. A proforma advice form is attached as Annexure 5 to the report. Upon receiving the advice the EA must provide feedback to the HoD on the outcome of the evaluation and indicate to the HoD his/her final decision on it. The EA must also indicate (on the prescribed form – Annexure 6) his/her final decision to the PSC.

Performance rated at levels 4 (above satisfactory) and 5 (excellent) qualify for a cash bonus.

Both EAs and HoDs indicated satisfaction with the advice of the evaluation panel. No EA indicated that they deviated from the advice provided. This should reflect the value that they place on the advice provided by the evaluation panel.

9. CONCLUSIONS AND RECOMMENDATIONS

The second year of implementation has clearly demonstrated the commitment of all parties to performance management. It has also indicated that more can be done to improve the evaluation framework. Based on the analysis provided in Chapters 3 and 4 of the report and international trends and practices, recommendations are made in Chapter 5 on how to improve the framework and achieve greater compliance.

10. CONCLUSION

The framework for the evaluation of HoDs has provided to EAs a barometer for effectively measuring the extent of achievement of governmental priorities. Most specifically, the framework has provided EAs with measures for rewarding performing HoDs and to address any areas for development with a view to improve performance, where applicable.

The improved enthusiasm by the EAs and HoDs in implementing the framework during the 2001/2002 evaluations has resulted in an increased number of evaluated HoDs. However, specific challenges have been highlighted and recommendations provided for addressing them. It is trusted that these recommendations will assist in further improving the evaluation process.

01

CHAPTER 1: INTRODUCTION

Improving performance is at the top of the transformation agenda in most developing countries.

CHAPTER 1: INTRODUCTION

1.1 BACKGROUND

Improving performance is at the top of the transformation agenda in most developing countries. South Africa has also recognized the importance of improved performance in accelerating service delivery. Since 1994, many public service reforms have been focused on improving government performance, particularly at the level of senior management. This emphasis is understandable as senior managers play a pivotal role in achieving government objectives.

The work of a Head of Department (HoD) has become complex, highly demanding, requiring continued involvement in crosscutting or intersectoral efforts, with greater emphasis on the achievement of outcomes. Changes in society's values and expectations have increased the complexity of developing and implementing public policy. HoDs must think and act horizontally and holistically, leading through innovation and inspiration rather than by command and control. HoDs must through their performance enhance co-operative governance and intergovernmental relations between the three spheres of government, and integrate and co-ordinate efforts in improving service delivery.

1.2 FRAMEWORK FOR THE EVALUATION OF HEADS OF DEPARTMENT

Realizing the importance of measuring the performance of heads of department, Cabinet approved the development of a framework for the evaluation of heads of department. By and large this framework is designed to assist executing authorities in the evaluation process and its aim is to -

- Provide a basis upon which the government and executing authorities (EAs) are informed on the extent of achievement of Governmental objectives.
- Identify developmental needs of HoDs.
- Provide feedback to HoDs on their performance and organizational effectiveness.
- Provide the basis upon which EAs can award cash bonuses or take any steps deemed necessary to address poor performance.

The framework is underpinned by the following principles:

- An effective performance agreement system should be the basis of the evaluation.
- Whilst primarily aimed at the evaluation of individual HoDs, the evaluation process should facilitate assessment of institutional effectiveness.
- Inputs into the evaluation process should wherever practicable involve independent role-players as well as peers. Executing authorities (EAs) should, however, remain responsible for final decisions.
- The evaluation process should provide a comprehensive and credible procedural framework in order to ensure consistency in the evaluation process.
- The framework should provide an indication of the level of performance, identify areas of inefficiency and facilitate decisions on the granting of salary increases and cash bonuses.
- The constitution of evaluation panels should be flexible to respond to the uniqueness of departments or sectors.
- An integrated approach should be followed, aligned to the planning and Medium-Term Expenditure Framework (MTEF) cycles.

The framework was implemented during the evaluations of the 2000/2001 financial year. The following components (attached as Annexure One) constitute the framework for the evaluation of HoDs:

- Evaluation panels.
- Support by Secretariat.
- Participation of executing authorities in the evaluation meetings.
- Evaluation process.
- Review of evaluation process in cases of dissatisfaction.

The above aspects of the framework have been used as a yardstick to benchmark the extent and quality of implementation.

Since the systematic process for the evaluation of HoDs was the first of its kind in the history of the South African Public Service, it was expected that there would be teething problems. As such a number of challenges were experienced during the first year of implementation. However, during the application of the framework for the 2001/2002 financial year there was noted improvement. It is therefore timely for the Public Service Commission (PSC) to report

on the application of the framework during its second year of application.

1.3 ROLE OF THE PUBLIC SERVICE COMMISSION

The PSC plays an important role in the evaluation of HoDs. Not only was it tasked with the development of the framework, but it also manages the process through the involvement of its commissioners as Chairpersons of the evaluation panels and its Office as secretariat to evaluation panels. The PSC comes to the process as an independent role player to ensure that the evaluation process is fair, equitable and consistent in the application of the same norms and standards as applied to all HoDs.

1.4 PURPOSE OF THE REPORT

During the first year of implementation a number of challenges were experienced, amongst others the quality of documentation used for the evaluations, delays in the finalisation of the evaluations and the lack of participation by some of the EAs. This report focuses on the second year of application of the framework that covered the 2001/2002 financial year.

The report will assess progress in implementation in the second year of evaluations. As such the report focuses on the following specific areas:

- A quantitative analysis of the evaluation process with a view to draw conclusions and recommendations on the extent to which EAs are implementing the framework.
- A qualitative analysis to determine the implementation of the principles.
- Recommendations on how to improve the application of the framework.

1.5 METHODOLOGY

The following methodology was applied to meet the objectives of the study:

1.5.1 Assessment of evaluation forms

At the end of each evaluation, evaluation forms are circulated to the various participants, namely EAs, HoDs and panel members. They are required to assess the evaluation process and to provide feedback in respect of the different aspects of the process. These aspects relate to the appropriateness and timeliness of documents, and

the value they add to the evaluation process. Suggestions for the improvement of the evaluation framework and the administrative processes are also invited.

1.5.2 Assessment by Chairpersons

Individual members of the PSC, who act as Chairpersons of the evaluation panels, are also requested to reflect on their experiences during the evaluation process. Chairpersons of evaluation panels facilitate direction of proceedings during evaluations and are, therefore, able to immediately take note of practical problems emanating from the implementation process.

1.5.3 Study Tours to New Zealand and Canada

The PSC undertook study tours to New Zealand and Canada during the periods July 2003 and August 2003 to obtain insight on how these countries deal with the performance management of their HoDs. The lessons learned from these visits are reported upon in detail in Chapter 2 and where appropriate have informed recommendations made to improve the system.

1.6 SCOPE

The analysis of the evaluation process covers evaluations conducted both at national and provincial levels during the 2001/2002 financial year.

1.7 CONCLUSION

The framework for the evaluation of HoDs provides a yardstick for determining progress regarding achievement of departmental strategic objectives through the assessment of the extent to which agreed outputs stated in the performance agreements of individual HoDs have been achieved. This analysis of the application of the framework for the 2001/2002 financial year presents an opportunity for measuring whether the value of the framework has been realised. Essentially, such an analysis provides an opportunity to determine the quality of leadership deployed in the public service *vis a vis* the performance of the institutions the HoDs manage.

02

CHAPTER 2: HEADS OF DEPARTMENT EVALUATION
FRAMEWORKS APPLIED IN OTHER PUBLIC SERVICE

A number of challenges were experienced during the first year of implementation of the framework.

CHAPTER 2: HEADS OF DEPARTMENT EVALUATION FRAMEWORKS APPLIED IN OTHER PUBLIC SERVICES

2.1 INTRODUCTION

A number of challenges were experienced during the first year of implementation of the framework. In order to determine whether these challenges could be overcome through a refinement of the evaluation framework, it was decided to investigate how foreign public services manage the process.

As such the PSC decided to visit New Zealand and Canada to learn from their experience in the evaluation of their heads of department. The purpose of these visits to the State Services Commission in New Zealand and the Privy Council in Canada was to experience how these institutions manage the evaluation process with emphasis on the following aspects:

- Evaluation systems;
- Sources of information and information management in the performance management system;
- Role players in the performance management system for HoDs;
- Scheduling of evaluation meetings;
- The length of evaluation meetings; and
- The rating system.

2.2. EVALUATION SYSTEMS

A comparison of these evaluation systems with the South African (SA) framework for the evaluation of HoDs will be made, where applicable, to point out any similarities or areas of difference.

2.2.1 Performance management process

In New Zealand and Canada it was found that the evaluation of heads of department is part of a larger and continuous process of performance management focusing on the achievement of results or outcomes.

New Zealand

In New Zealand a Statement of Intent, which is a Medium Term Strategic planning document that outlines what needs to be achieved by each department in a period of three to five years, is used as basis for the evaluation of HoDs. This Statement of Intent is comparable with the Strategic Plan and Business Plan that forms part of the budget planning cycle in the South African Public Service.

Based on the Statement of Intent an output agreement is developed for each year and is signed between the relevant Minister and the Chief Executive of the department involved. There is continuous monitoring and evaluation of the achievement of outputs and the State Services Commission plays an important role in this. The State Services Commissioner appoints Deputy Commissioners to assist him/her with the evaluation process. These Deputy Commissioners are allocated teams of staff from the Office of the State Services Commissioner. Chief Executives submit monthly and quarterly progress reports on their performance to Deputy Commissioners' Teams and these reports play an important part during their annual assessment.

On receiving progress reports during the year, Deputy Commissioners' Teams work very closely with the Chief Executives, giving them support and guidance on performance.

Canada

In the Canadian system heads of department are referred to as Deputy Ministers. Their performance agreements are central to the performance management programme (PMP) and must cover the following –

- Ongoing commitments expected of a Deputy Minister. These are related to day-to-day responsibilities of the Deputy Minister.
- Key commitments that are considered to be challenging/stretching and beyond the normal expectations.
- Personal commitment related to the individual's own development.
- Performance measures for each of the commitments.

The performance agreement is informed by two aspects, namely –

- The Speech from the Throne, which sets the government agenda and establishes public service priorities, and
- Corporate priorities identified by the Clerk of the Privy Council.

The performance agreements are submitted to the Clerk of the Privy Council via the Senior Personnel Secretariat who after conducting a quality assessment of such performance agreements forwards them to the Clerk for approval. During quality assessment the Secretariat ensures that all four mandatory elements are included and advises the Clerk on the content, as well as the degree to which the key commitments are challenging. The advice may include changing or adding commitments as required to address specific issues.

Key commitments are priority areas of focus in the performance cycle that are linked to government objectives. They are challenging but achievable with effort. They are results oriented, measurable and achievable through the individual's own influence and control. Key commitments are regarded as a basis to evaluate the excellence of Deputy Ministers. The Clerk annually identifies at least one key commitment that has to be included in the Deputy Minister's performance agreement. In addition Deputy Ministers are expected to identify at least two key commitments per performance cycle based on the needs of the department and one other based on the corporate priorities.

South Africa

The above evaluation systems have similarities with the South African framework for the evaluation of HoDs. The framework is aligned to the Medium-Term Strategic Framework and as a result is linked to financial years. Central to the framework is the performance agreements that HoDs must enter into with their EAs based on departmental strategic plans. The performance agreement contains agreed outputs to be achieved by the HoD during a particular financial year. However, there is a standard format to be followed in developing a performance agreement. This document forms the basis for the evaluation of a HoD for the relevant financial year.

The Canadian system of including key commitments (generic key performance areas) in performance agreements of their Deputy Ministers could bring about tremendous benefits for the SA public service, especially taking into account the importance of advancing cluster priorities in enhancing service delivery.

2.2.2 Sources of information used for evaluation

In New Zealand and Canada, multiple information sources are used to evaluate heads of department.

New Zealand

In the case of New Zealand, the key document used is a Statement of Intent, which forms the basis of all Chief Executives' evaluations. It defines the context within which each department operates, the outputs that each department intends to produce and the outcomes which, the Minister(s) and the department are aiming to achieve. The Statement of Intent document also contains information on the capability of the department to deliver its strategy, that is, resources, both human and financial as well as risks.

For the annual assessment each Chief Executive compiles a self-assessment report. The Minister compiles a review report and the stakeholders (other central agencies) provide feedback. All three sources are used to evaluate the performance of the Chief Executive and to report to the Minister on the overall performance of the Chief Executive.

Canada

The information used during the evaluation process in Canada is as follows:

- A self assessment report compiled by each Deputy Minister at the end of the financial year based on the performance agreement.
- A report from the relevant Minister.
- Reports on individual and organizational performance, compiled by other stakeholders such as central agencies.

The Clerk of the Privy Council has signed a Memorandum of Understanding with central agencies. This Memorandum of Understanding requires that each agency submits reports on the individual and organizational performance of each Deputy Minister. In order to assist the panel and the Clerk of the Privy Council with documentation submitted for evaluation, the Secretariat collates documentation into a one-page grid for panel consideration. This eliminates perusal of volumes of documentation by panel members who have limited time to finalize evaluations.

South Africa

The performance agreement system provides for performance reviews during the financial year to alert both the EA and HoD on areas of improvement or development to ensure timely remedial action. For the annual assessment, four key documents for the relevant financial year are used in the evaluation of HoDs, namely –

- a performance agreement,
- a verification statement, detailing achievement against agreed output,
- the Strategic Plan, and
- the annual report, incorporating the report of the Auditor-General.

The Office of the PSC serves as Secretariat during the evaluations. This includes compiling cross-references between the documents for panel members as well as taking minutes of the proceedings.

2.2.3 Key role players in the performance management and evaluation of heads of department

New Zealand

In New Zealand there is a tripartite relationship involving the responsible Minister, the Chief Executive and State Service Commissioner that is very strong. The responsible Minister has a portfolio responsibility for the performance of the department and signs a performance agreement with the Chief Executive. The Commissioner has responsibilities both as employer of the Chief Executives and as a leader of the Public Service. The Chief Executives have expectations of good human resource practice from the Commissioner in discharging performance management functions but are

also aware that the performance management process should serve both the collective and the individual interests. The Commissioner has to look after the interests of government and the citizens by continuously determining the level of performance of various government agencies. At the same time the Commissioner works with Chief Executives in improving their performance and rewards good performance where applicable.

Performance management, including the evaluation, is the responsibility of the appointment agency, the States Services Commission in the case of New Zealand.

Canada

In Canada, Deputy Ministers provide support and advice to the Minister, who in return may provide inputs to the Clerk on the achievement of organizational objectives by the Deputy Minister. The Deputy Minister is also accountable to the Clerk for the achievement of individual and organizational objectives as well as corporate-wide leadership.

As in New Zealand, performance management is the responsibility of the appointment agency, the Clerk of the Privy Council. The Clerk is also a Secretary to Cabinet.

South Africa

In SA, the performance agreement entered into between the EA and HoD forms the cornerstone of the relationship between them. The EA is therefore responsible for the performance management of his/her HoD. This responsibility has been delegated to EAs by the President in respect of National Departments and Premiers in respect of Provincial Departments. It follows therefore that the EA is required to create a conducive environment as well as provide the necessary support for the HoD for achievement of the agreed outputs.

2.2.4 Period of assessment

In New Zealand the Chief Executive must complete a period of twelve months to be considered for evaluation. In Canada, Deputy Ministers must be in the position for at least six months to be eligible for evaluation. However, a full evaluation period covers twelve months.

In the case of SA, the framework provides that an HoD must have completed a full financial year to qualify for evaluation in terms of the framework. HoDs that have not completed the full financial year may be subjected to performance review in terms of the applicable performance management system.

2.2.5 Panels and scheduling of evaluation meetings

New Zealand

In New Zealand, the Commissioner of the States Service Commission is responsible for the annual assessment of Chief Executives. The annual assessment commences at the end of the financial year. Self-assessment by the Chief Executive, the reports of the Deputy Commissioners' Teams, Treasury and the Minister's inputs are utilized to arrive at a final rating and deciding on the incentives or sanction to be applied for each Chief Executive. There is no panel system in New Zealand. The Commissioner makes the final decision on the performance of the Chief Executive.

Canada

In Canada a meeting, which consists of the peers of the Deputy Minister (Committee of Senior Officials equivalent to FOSAD), the Public Service Commission, Treasury Board, Centre for Canadian Development (equivalent to SAMDI) and the Clerk of the Privy Council is convened to validate the self-assessment. This meeting takes one day and deals with the performance of twenty-six Deputy Ministers. The Clerk then assesses the information submitted and makes a recommendation on the final ratings to the Governor in Council (GiC), which consists of the Prime Minister and three other Ministers.

South Africa

The framework provides for the use of a panel system consisting of various stakeholders, including external stakeholders, as dictated by the nature of the department whose HoD is to be evaluated. It is the responsibility of EAs to initiate these assessments including appointing panels to assist them during the evaluations of their HoDs. EAs also must provide inputs at the request of the evaluation panels that could assist in the evaluation of the HoDs.

The PSC is responsible for the implementation of the framework. Through the involvement of its members as chairpersons of evaluation panels it ensures consistency and fairness in the evaluation process.

The use of a permanent structure, as in New Zealand and Canada, to evaluate HoDs is something that should be given consideration in future. This ensures a more structured approach and expedites the process.

2.2.6 Rating scale and reward system

New Zealand

In New Zealand the emphasis is on the uniqueness of each entity and therefore a tailor-made approach is used for each Chief Executive.

Canada

The Performance Management Programme in Canada provides for the use of the following three level rating scale:

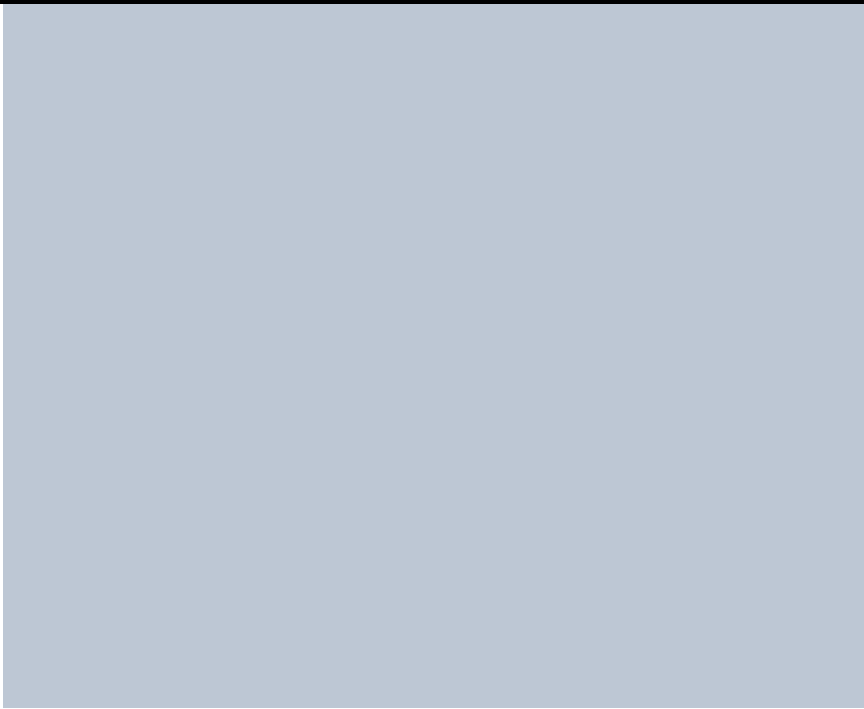
- Did not meet/Unable to Assess – did not meet objectives set out in the performance agreement. In this instance a Deputy Minister is not eligible for a performance award or movement within the salary range.
- Succeeded – has succeeded in achieving the expectations set out in the performance agreement. In this regard, a Deputy Minister is eligible for a performance award (up to 12,5%) and movement within the salary range.
- Surpassed – has gone beyond all expectations set out in the performance agreement and therefore, entitled to a performance award (up to 25%) and movement within the salary range.

South Africa

Similarly, the framework provides for the use of a rating scale that indicates the level of performance of a HoD. During the period under review the rating scale used was as reflected in Table 5 in Chapter 3. Levels 4 (Above satisfactory) and 5 (Excellent) are linked to cash bonuses of between 3 to 5% and 6 to 8% respectively.

2.3. CONCLUSION

The experience obtained in New Zealand and Canada again emphasized the need for a structured formalised approach in evaluating HoDs. The role players involved in the process may differ. However, the same underlying principles apply. The lessons learned from the study tours have been incorporated in the conclusions and recommendations (where applicable) in Chapter 5 of this report.



03

CHAPTER 3: QUANTITATIVE ANALYSIS OF THE EVALUATION PROCESS

The framework on the evaluation of HoDs was initially only mandatory for national HoDs.



CHAPTER 3: QUANTITATIVE ANALYSIS OF THE EVALUATION PROCESS

3.1 INTRODUCTION

The framework on the evaluation of HoDs was initially only mandatory for national HoDs. In December 2002, Cabinet decided that the application of the framework be made mandatory for all HoDs at national and provincial level. This was to ensure the consistent application of norms and standards in evaluating HoDs throughout the Public Service.

In view of the fact that the decision was taken late in the financial year, provinces that had not adopted the framework were allowed to implement the framework in the 2002/2003 financial year. The KwaZulu-Natal Province indicated that it would implement the framework in the 2002/2003 financial year. The Western Cape Province maintained its initial position that it would utilise the performance management system it developed. There have been consistent engagements by the PSC and the MPSA to secure implementation of the framework in the province.

In this chapter a statistical analysis is provided on the evaluations conducted during the period under review. In addition to an indication of the number of HoDs evaluated, a brief analysis is also made of the key challenges experienced during the evaluation process. The statistical overview provides insight into the extent to which the framework has been accepted as methodology to provide performance feedback.

3.2 STATISTICAL OVERVIEW

A statistical overview and analysis on the number of HoDs evaluated both nationally and provincially follows below. Specific challenges that were encountered are pointed out where applicable.

3.2.1 EVALUATIONS CONDUCTED AT NATIONAL LEVEL

The evaluation process covers one financial year (2001/2002). However, a number of HoDs who could not be evaluated for the 2000/2001 financial year were evaluated for both the 2000/2001 and 2001/2002 financial years during this cycle of evaluations.

Out of 36 national HoDs, 23 were evaluated. Of the 23 national HoDs, 13 HoDs were evaluated for two financial years.

Full details of the HoDs that were evaluated during the period under review are contained in **Table 1**.

DEPARTMENTS	HEADS OF DEPARTMENT
Agriculture	Ms BN Njobe*
Defence	Gen S Nyanda
Defence Secretariat	Mr JB Masilela
DPSA	Mr RM Ramaite
Education	Mr TD Mseleku
Environmental Affairs and Tourism	Dr C Olver*
Government Communications and Information System (GCIS)	Mr JK Netshitenzhe
Housing	Ms MZ Nxumalo*
Independent Complaints Directorate	Adv KD McKenzie
Labour	Adv R Ramashia*
Land Affairs	Dr GP Mayende*
Minerals and Energy	Adv S Nogxina*
NIA	Mr V Mavimbela*
National Treasury	Ms M Ramos*
PSC	Mr MJ Sikhosana
Public Enterprises	Dr SM Gounden*
SAPS	Mr JS Selebi
South African Secret Service	Mr HA Denis*
Sport and Recreation South Africa	Prof DJ Hendricks*
Statistics South Africa	Mr P Lehohla*
The Presidency	Rev F Chikane
Trade and Industry	Dr A Ruiters*
Water Affairs and Forestry	Mr AM Muller

* Denotes HoDs who were evaluated for two financial years as was allowed by the framework during the 2000/2001 financial year. In line with a decision of Cabinet and the Performance Management and Development System for members of the Senior Management Service, however, evaluations after 2001/2002 may only cover one financial year.

A key challenge during the first year of implementation of the framework was the limited number of HoDs that were evaluated. Only 12 HoDs were evaluated for the

2000/2001 financial year. As indicated above the framework allowed for EAs to defer certain evaluations of HoDs to the next financial year. It is clear from Table 1 that the second year of implementation has resulted in a significant improvement in the number of HoDs evaluated.

Although there is still a long way to go before achieving full compliance with the framework, the improved number of HoDs that were evaluated indicates the recognition by EAs and HoDs of the importance of performance management. It is a significant step towards building an ethos of performance management and measurement in the Public Service.

However, evaluations spanning more than one financial year are burdensome in that the volume of documents increases with each financial year to be covered by an evaluation. This approach also erodes the importance of regular feedback on performance, which underpins performance management. Even more important is the regulatory requirement that an annual assessment of performance be held. Non-evaluation therefore is tantamount to a transgression of the applicable regulatory framework.

3.2.2 REASONS FOR THE NON-EVALUATION OF CERTAIN NATIONAL HODS

Notwithstanding the Cabinet decision that all evaluations must cover one financial year, a number of national HoDs were not evaluated for the 2001/2002 financial year. Reasons included the non-submission of documents by EAs and HoDs and the fact that there were a number of vacant HoD posts. The HoDs that were not evaluated during the period under review and the reasons for non-evaluation are summarised in Table 2 below.

Table 2: HoDs not evaluated in terms of the framework during the 2001/2002 financial year and the reasons for non-evaluation

HEAD OF DEPARTMENT	REASONS FOR NON-EVALUATION
Arts and Culture	Post not filled. HoD in acting capacity.
Communications	Outstanding documents. The HoD was also not evaluated for the 2000/2001 financial year.
Correctional Services	HoD did not complete a full financial year.
Foreign Affairs	Post not filled. HoD in acting capacity.
Health	Evaluation postponed due to the unavailability of the Minister.

Home Affairs	Post not filled. HoD in acting capacity.
Justice and Constitutional Development	Reasons are unknown to the PSC. No response despite several follow-ups by the PSC.
Provincial and Local Government	HoD did not complete a full financial year.
Public Works	Post not filled. HoD in acting capacity.
SAMDI	HoD resigned.
Science and Technology	Evaluation postponed due to unavailability of the Minister.
Social Development	Post not filled. HoD in acting capacity.
Transport	Post not filled. HoD in acting capacity.

A total of 28 national HoDs out of 36 qualified to be evaluated for the 2001/2002 financial year. However, five (5) HoDs out of the 28 that qualified could not be evaluated for reasons indicated above. The remaining eight national HoDs, who were either appointed in an acting capacity or had not completed a full financial year in their posts, did not qualify to be evaluated in terms of the framework for the 2001/2002 financial year. Officials appointed in an acting capacity must be evaluated in terms of the PMDS for the SMS. During these evaluations consideration is given to the additional responsibility attached to the acting position. For those HoDs who had not completed a full financial year in their posts, the framework provides for a deferment to the following year.

The PSC is concerned that the HoD for Justice and Constitutional Development has never been evaluated despite the fact that he participated in a number of evaluations of other HoDs as a panel member. The non-evaluation of HoDs can be prejudicial, as it could result in them forgoing incentives linked to performance assessments. The opportunity to identify and address areas that require development is also missed.

3.2.3 DELAYS IN INITIATING THE EVALUATION PROCESS FOR NATIONAL HODS

In terms of the guidelines, evaluations should take place immediately after the publication of departmental annual reports. Publication of annual reports usually takes place during September/October. However, by December 2002 only four HoDs at national level were evaluated. Following repeated enquiries by the PSC on outstanding documents to ensure the commencement of the evaluation process, seven HoDs were evaluated during the period January 2003 to March 2003. The remaining 12 HoDs were evaluated during the period April 2003 to August 2003.

Apart from issues of timeous compliance, such delays placed the PSC and its Office under tremendous pressure to finalise the evaluations by August 2003, in order to avoid an overlap of the 2001/2002 evaluations with the 2002/2003 evaluations.

3.2.4 EVALUATIONS CONDUCTED AT PROVINCIAL LEVEL

As was the case with national HoDs, a number of provincial HoDs who could not be evaluated in the first implementation were evaluated for two financial years during the 2001/2002 evaluations.

Out of 77 provincial HoDs, 38 were evaluated during the 2001/2002 financial year. This number includes three HoDs that were not evaluated during the 2000/2001 financial year.

Table 3 below illustrates the total number of HoDs evaluated in each province during the period under review.

Table 3: Provincial HoDs evaluated for 2001/2002 by means of the framework

Province	Total number of HoDs	HoDs evaluated	Department	HoD
Eastern Cape	12	5	Economic Affairs, Environment & Tourism	Mr LN Vanda
			Office of the Premier	Dr M Tom
			Provincial Treasury	Mr M Tom
			Roads & Public Works	Mr D Mafu
			Transport	Mr Z Gebeda
Free State	11	6	Health	Dr V Litlhakanyane
			Office of the Premier	Mr KW De Wee
			Provincial Treasury	Mr DR Barlow*
			Public Works, Roads & Transport	Mr RJ Rakgoale
			Social Development	Ms BR Sempe

Province	Total number of HoDs	HoDs evaluated	Department	HoD
Gauteng	11	4	Sports, Arts, Culture, Science & Technology	Mr TA Lubbe
			Education	Mr M Petje
			Health	Dr LC Rispel
			Development Planning & Local Government	Mr M Mavuso*
			Office of the Premier	Mr M Mokoena
Limpopo	10	7	Agriculture & Environmental Affairs	Dr RP Mohlahlane
			Education	Prof H Nengwenkhulu*
			Finance, economic Affairs & Tourism	Mr MB Mphahlele
			Local Government & Housing	Mr PW Ramagoma
			Office of the Premier	Ms MB Monama
			Public Works	Dr S Phillips
			Transport	Mr KB Mehale
Mpumalanga	11	6	Education	Dr MT Mashinini
			Housing & Land Administration	Ms GN Sibeko
			Local Government & Traffic Control	Mr JI Sindane
			Office of the Premier	Adv MS Soko
			Safety & Security	Dr G Karim
			Social Services & Population Development	Mr NJ Mabilo
Northern Cape	11	4	Education	Mr MT Moraladi
			Health	Dr MH Hendricks
			Social Services & Population Development	Ms Y Botha

Province	Total number of HoDs	HoDs evaluated	Department	HoD
			Transport, Roads & Public Works	Ms P Mokhali
North West	11	6	Agriculture, Conservation & the Environment	Mr A Wills
			Education	Dr AM Karodia
			Finance	Mr P Tjie
			Office of the Premier	Dr M Bakane-Tuoane
			Safety & Liaison	Mr MP Mogothle
			Traditional & Corporate Affairs	Ms LK Sebegu
Total	77	38		

* Denotes HoDs who were evaluated for two financial years.

During the first year of implementation of the framework only 23 provincial HoDs out of 76 were evaluated. Statistics in Table 1 indicate clearly that the number of HoDs evaluated has increased substantially for the 2001/2002 financial year. This may be attributed to the growing understanding of the framework by EAs and HoDs. The level of commitment by EAs and HoDs to implement the framework has also contributed.

3.2.5 REASONS FOR THE NON-EVALUATION OF CERTAIN PROVINCIAL HODS

Although there has been a significant improvement in the evaluation of HoDs at provincial level during the 2001/2002 financial year, 39 HoDs were not evaluated for various reasons. Table 4 below indicates those reasons as well as the number of HoDs in each category per province:

Table 4: Reasons for non-evaluation of HoDs per province

Reasons for non-evaluation	PROVINCES							No of HoDs
	NW	EC	MP	GP	NC	LP	FS	
Service terminated	2	-	-	2	-	-	-	4
Appointed in acting capacity	-	1	1	1	2	-	-	5
Suspended	1	1	-	-	1	-	-	3
Newly appointed and had not completed the full financial year	1	4	3	-	1	3	4	16
Performance agreement not signed	1	-	-	1	2	-	1	5
Documents not submitted	-	-	-	3	-	-	-	3
Evaluation pending	-	-	1	-	1	-	-	2
Seconded and not permanently appointed	-	1	-	-	-	-	-	1
Total number of HoDs	5	7	5	7	7	3	5	39

Despite the significant improvement in evaluations at provincial level, the number of HoDs not evaluated is still far too high.

However, the reasons for non-evaluation have deeper implications for service delivery within the provinces. Suspensions from service at this level pose a serious indictment to public service leadership. It reflects negatively on the values and principles espoused in the Constitution of the country, and indicates conduct not commensurate with the code of ethics. However, one must remain mindful of the fact that suspensions are a pre-cautionary measure, and this does not mean that those on suspension are guilty. Due process must be followed. Nonetheless, the fact that three provincial HoDs were suspended from service is disturbing. It is even more disturbing that the affected departments provide critical services, namely Housing and Local Government in the Eastern Cape Province, Safety and Liaison in the Northern Cape Province and Social Services in the North West Province.

Timeous recruitment and selection is also an important aspect. Sixteen (16) HoDs were appointed in an acting capacity, as the posts concerned were not filled. Apart from the negative effect this has on stability in the organisation, the acting HoD may be overwhelmed by responsibilities in the occupying post and those of the post in which he/she is acting. This may impact negatively on the performance of the HoD and that of the organisation.

The signing of performance agreements is a regulatory requirement. It was noted that five HoDs had not signed their performance agreements. This raises serious concerns about non-compliance and breach of contract. It also raises questions about the nature of the relationship between the HoDs concerned and their EAs.

The non-submission of documents is a clear action of non-compliance, as it has the effect that evaluations cannot take place. Non-evaluation of HoDs defeats the objectives of performance management in that timeous feedback regarding progress on agreed outputs cannot be obtained. As indicated earlier, the opportunity to identify and address areas that require development (both for the individual HoD and the organisation) is also missed.

3.2.6 DELAYS IN INITIATING THE EVALUATION PROCESS IN PROVINCES

Delays were also experienced in the initiation of the evaluation process in the provinces. As such evaluations in the provinces were finalised in July/August 2003. Only the North West Province did well to finalise their evaluations in March 2003.

The PSC is concerned about the delay in the initiation of the evaluation process by the EAs and HoDs as it results in the late finalisation of the evaluation process. The principle of timeous feedback underpinning performance management is also undermined by such delays. Evaluations covering more than one financial year are burdensome.

3.3 SUMMARY OF RATINGS AWARDED TO HEADS OF DEPARTMENT

The rating scale provides evaluation panels with a framework for determining the level of performance of an individual along the continuum of unacceptable (level 1) to excellent (level 5).

The rating scale at Table 5 was used in the assessment of the performance of HoDs for the 2001/2002 financial year.

Table 5: Rating scale used for the evaluation of HoDs

Rating	Definition of score
5	Excellent – Performance far exceeds the standard.
4	Above satisfactory – Performance is significantly higher than the standard.
3	Satisfactory – Performance fully meets the standard expected in all areas of the job.
2	Below satisfactory – Performance is below the standard required for the job in key areas.
1	Unacceptable – Performance does not meet the standard expected.

During the first year of implementation, assessment problems were experienced with the application of the rating scale. This was primarily as a result of the rating scale not providing parameters for awarding cash bonuses to different performance levels. In practice this resulted in certain cases where a HoD that was rated above satisfactory (level 4) would be awarded a cash bonus higher than a HoD rated excellent (level 5). Essentially this was because EAs were allowed discretion to decide on the awarding of cash bonuses with the maximum cash bonus being 8%.

The rating scale was retained for the 2001/2002 evaluations with amendments. The parameters linked to the rating scale of the new Performance Management and Development System for Senior Management Service (PMDS), which was to be implemented for the evaluations of 2002/2003, became immediately applicable for use during HoD evaluations for the 2001/2002 financial year. Accordingly, a cash bonus of between 3 to 5% of the total remuneration package of the HoD could have been awarded for performance that is rated Above Satisfactory (4). In respect of performance that is rated Excellent (5), a cash bonus of 6 to 8% of the package could be awarded.

One of the objectives of the framework was to provide feedback on the extent to which the performance areas contained in the performance agreements of HoDs have been achieved. Table 6 provides a summary of ratings awarded to HoDs at national and provincial level. These ratings provide an indication of the extent to which HoDs succeeded in meeting the demands placed on them through their performance agreements. It also provides an indication of the quality of leadership within the different organisations.

Table 6: Summary of ratings awarded to HoDs

Rating	Definition of score	Number of HoDs at national level	Number of HoDs at provincial level	Total
5	Excellent	13	1	14
4	Above satisfactory	7	24	31
3	Satisfactory	3	12	15
2	Below satisfactory	0	1	1
1	Unacceptable	0	0	0
Total		23	38	61

Based on Table 6, 57% of national HoDs were rated excellent. This means that these HoDs exceeded expectations in terms of achieving the agreed objectives in their performance agreements.

On the whole, 23% of the HoDs' performance both at national and provincial level was rated excellent, 51% was rated above satisfactory and 24% was rated satisfactory.

It can also be deduced from Table 6 that 98% of the HoDs evaluated, achieved the key performance areas they were expected to achieve during the 2001/2002 financial year. Only one of the HoDs evaluated performed below satisfactory and therefore, did not meet the required standard of performance.

The results suggest that the quality of leadership is better at national level as compared to provincial level. Out of the 14 HoDs rated excellent, 13 were national HoDs whilst only one provincial HoD was rated as excellent. Out of 31 HoDs whose performance was rated above satisfactory, seven were national HoDs and 24 were provincial HoDs. The disparity may be attributed to various reasons. Provincial HoDs are primarily implementers of policy and have to deal with practical problems emanating from the environment. The size and structure of provincial departments also play a role. For instance, at national level two departments have been established to deal with such portfolios as arts and culture and sport and recreation respectively. In the provinces it often happens that one department is responsible for both these portfolios. This indicates the complex environment within which provincial HoDs have to function.

However, the fact that a high percentage (98%) of the evaluated HoDs (national and provincial) achieved the objectives stated in their performance agreements augurs well for government delivery.

3.4 CONCLUSION

It is encouraging to note a significant increase in the number of HoDs that were evaluated for the 2001/2002 financial year. This reflects the importance that both EAs and HoDs place on performance management in the Public Service.

Obviously, the fact that almost 50% of HoDs both nationally and provincially could not be evaluated during the period under review is cause for concern. Notwithstanding the positive trend in terms of the performance of individual HoDs, it will be critical to determine to what extent the ratings awarded to HoDs correlate with organisational effectiveness. This will be discussed in the next chapter.

04

CHAPTER 4: QUALITATIVE ANALYSIS OF THE SECOND YEAR OF IMPLEMENTATION OF THE HOD EVALUATION FRAMEWORK

An assessment of the first year of implementation of the framework provided an opportunity...

CHAPTER 4: QUALITATIVE ANALYSIS OF THE SECOND YEAR OF IMPLEMENTATION OF THE HOD EVALUATION FRAMEWORK

4.1 INTRODUCTION

An assessment of the first year of implementation of the framework provided an opportunity to improve on the teething problems experienced. The second year of implementation was expected to be an improvement considering the conscious effort put into eliminating challenges previously experienced.

This Chapter provides a detailed analysis of the second year of implementation by evaluating each component of the framework to determine the extent to which the framework was successfully implemented during the evaluation process. The extent to which the awarded ratings (reflected in the preceding chapter) correlate with organisational performance will also be examined.

4.2 EVALUATION PANELS

The framework provides for the use of a panel system, which comprises a variety of stakeholders as dictated by the nature of the department. Panel members should ideally have insight into the core functions of the department as well as the performance of the HoD.

The guidelines on the implementation of the framework suggest that EAs appoint a panel of four people in addition to the member from the PSC who is designated as chair of the panel. These four individuals may include –

- another Minister preferably in the same Cabinet cluster,
- a peer of the HoD being evaluated preferably in the same FOSAD cluster,
- a member of the relevant portfolio committee, and
- a stakeholder of the department.

4.2.1 Appointment and composition of evaluation panels

Panels that evaluate HoDs are appointed by EAs. It is advisable that EAs consult with their HoDs in this regard. There is little evidence of consultation with HoDs

when these appointments are made. While the composition of the panel remains the prerogative of EAs, consultation around appointments could strengthen the integrity and credibility of the panel, particularly from the perspective of the HoD.

The diversity of panel members appointed, contributed to insightful discussions on HoDs' performance and facilitated the formulation of sound advice for EAs. A further positive that emanated from the panel meetings was the interaction between panel members and the HoDs. HoDs were given a perspective on the performance of their departments which they under different circumstances would not have had access to.

The promotion of representivity at the workplace is a critical transformation imperative. It was expected that EAs would reflect representivity and diversity in the appointment of panel members. However, in the provinces there was concern over the poor representivity of women on panels. Certain panels at national level also consisted predominantly of male members. People with disabilities were not represented on evaluation panels. Both women and people with disabilities are important stakeholders in government services and it is important that their participation on a panel assessing government performance is addressed by executing authorities.

According to the guidelines EAs should confirm the appointment of panel members in writing with the Chairperson, after which the Chairperson communicates with the panel members regarding the evaluation process. There were, however, instances where panel members indicated that they were not aware of their appointment as panel members and as a result declined participation in the process. The lack of proper communication remains a serious challenge as it often delayed the process as new panel members had to be appointed. This resulted in individuals with intimate knowledge of the departments whose HoDs were being evaluated having to be excluded from the evaluation process. This also negatively affected the logistical arrangements for panel meetings, resulting in the compilation of additional documentation for new panel members and the re-scheduling of meetings to accommodate new panel members.

Similar challenges are avoided in countries such as New Zealand and Canada through the consistency built into their evaluation processes. The employing agency

(State Services Commission and Clerk of the Privy Council) is responsible for the evaluation of HoDs. This means that the same panel evaluates all the HoDs. Such a panel system could be considered, but it should take into account the value of diversity and involvement of external stakeholders.

4.2.2 Participation of various stakeholders in evaluation panels

(a) Ministers and MECs as panel members

In all evaluations for national HoDs, Ministers appointed as panel members were drawn from the same cluster as the HoD being evaluated. The input of Ministers and MECs provided valuable insight into particular issues of integrated governance and the achievement of intersectoral objectives. Collaboration and co-operation within the same clusters are critical for ensuring that the overall outcomes of government are achieved.

The busy and highly active schedules of Ministers and MECs continued to impede the process, often resulting in postponement of evaluation meetings at short notice. The evaluation of the HoDs for Safety and Security, Health and Science and Technology is a case in point, as their evaluation meetings were postponed a number of times due to changing schedules of the said Ministers.

In an effort to circumvent the possible non-availability of MECs due to their ever-changing schedules, the Northern Cape Provincial Executive Committee decided that the MEC for Finance serves as a permanent panel member during all HoD evaluations, except when the HoD for Finance is being evaluated. In instances where the said MEC was not available, the MEC for Health was designated as the substitute. This went a long way in overcoming the postponement challenges. It also provided consistency and uniform standards during the panel deliberations. An obvious disadvantage with this arrangement was that when both designated MECs were not available, the services of other available MECs could not be utilised without the prior approval of the Provincial Executive.

Given the firm foundation laid in the first year of implementation in terms of a broader understanding of the framework and the lessons learned, Ministers

and MECs demonstrated commitment and enthusiasm during evaluation meetings for the 2001/2002 financial year. As expected, during this phase of the evaluation process, EAs provided an overview of their HoDs' performance during the period under review and responded to questions of clarity raised by panel members.

Executing authorities could also raise questions to the HoDs during these meetings. Their involvement in the evaluation meetings provided important inputs to assist panel members in making a proper assessment of the performance of the HoD.

After panel members had raised all the questions they deemed appropriate, both the EA and the HoD were recused. EAs did not form part of the final deliberations on the advice formulated by the panels. This ensured impartiality and objectivity during the formulation of the advice.

The involvement of EAs is consistent with what was found in respect of New Zealand and Canada where EAs are required to provide input throughout the evaluation cycle.

(b) Peers of HoDs as panel members

The obvious advantage of involving peers of HoDs during evaluations is their insight and deep understanding of the context and regulatory environment within which departments operate and the challenges that HoDs and their organisations are facing. The grouping of departments into clusters dealing with similar sectoral challenges provides HoDs in those clusters with constant feedback from colleagues on collaborative matters. The use of peers therefore provides insight during discussions on the performance of HoDs.

Participation of national HoDs at evaluations of provincial HoDs should be encouraged. This enhances co-operative governance between the tiers of government and more effective understanding around policy formulation and implementation. The North West Province has adopted this approach in the evaluation of one of their HoDs.

(c) External stakeholders as panel members

The PSC guidelines support the use of external stakeholders as panel members. External stakeholders represent public opinion and as such assist in providing an objective view in terms of the impact of policy implementation. Despite such advantages there was limited use of external stakeholders both at national and provincial level. Only the North West Province made use of professionals (e.g. a professor from a university and the head of veterinarian services) during the evaluations. At national level external stakeholders comprised mainly of heads of parastatals.

(d) Members of the portfolio and standing committees as panel members

Members of the portfolio and standing committees were always readily available to assist in the evaluation process. The majority of panels for evaluating national HoDs had chairpersons of portfolio committees as members. In a few cases where chairpersons of portfolio committees were not available, other members of these committees participated. Similarly, there was a satisfactory representation of members of standing committees in evaluation panels at provincial level.

The value of these representatives of legislatures at panel meetings stemmed from their ability to focus on accountability issues. In fulfilling their oversight role, members of legislatures are very sensitive to the burning service delivery issues and financial accountability. As such HoDs were subjected to intense scrutiny in these areas.

(e) Members of the Public Service Commission in evaluation panels

Feedback was obtained from various panel members as to the involvement of members of the PSC. There was general consensus that the PSC continued to play a pivotal role, as an independent role player, in ensuring that the evaluation process was fair and equitable. Their chairing of the evaluation panels ensured consistency in the manner in which each HoD was evaluated.

There was general consensus that preliminary meetings arranged by the PSC members with panel members prior to the evaluation meetings to clarify the process, added value to the proceedings.

The PSC's acknowledgement of the importance of having an independent chairperson in the evaluation process is demonstrated by the appointment of an individual outside the PSC to chair the evaluation meeting of the HoD in the Office of the Public Service Commission (OPSC). However the PSC is mindful of the fact that it needs to continuously assess the evaluation process to ensure its improvement and smooth functioning.

4.3 SUPPORT PROVIDED BY THE SECRETARIAT

All evaluation panels were supported by a secretariat from the OPSC as approved by Cabinet. This is to ensure that norms and standards are maintained in the compilation of documents.

The Secretariat provides administrative support to the panel. Cross-references are made between the main documents (i.e. the verification statement, the strategic or business plan and the annual report) to assist panel members during the evaluations. Through the cross-referencing process, the Secretariat identifies gaps/discrepancies between the various documents used and draws the attention of the panel members to these. Panel members can use this information to raise questions for clarification on such areas.

Panel members were generally satisfied with the manner in which the Secretariat summarised and packaged documents for the evaluation meeting. They remarked that the cross-references simplified and provided clearer scrutiny of relevant documentation. This expedited the verification of objectives and achievements. However panel members felt that a brief summary on the achievements of objectives should be provided to assist panel members in the assessment. The support provided by the Secretariat in this regard was commended, however, the PSC is mindful of the fact that documents still tend to be voluminous. There is a need for streamlining.

This is further supported by the experience obtained in New Zealand and Canada where more concise summaries are used albeit in a very similar format to the verification statement used in the South African system.

Panel members also felt that the quarterly review reports could form part of the evaluation documentation. This would give panel members an overall view of the performance of the HoD during the financial year as well as an indication of any challenges experienced during the period concerned. The Secretariat will rely on the co-operation of EAs in holding these review meetings, keeping records of the discussions and making these records available for distribution to panel members before annual evaluation meetings are convened.

4.4 LINKING INDIVIDUAL PERFORMANCE OF HEADS OF DEPARTMENT TO ORGANISATIONAL EFFECTIVENESS

Government faces tremendous challenges imposed on it by the electorate to provide the required services. This huge responsibility is delegated to departments responsible for various portfolios. It is therefore the responsibility of the HoDs to execute these responsibilities and provide regular feedback on the extent to which they have been carried out. As a result, it is critical to determine to what extent the ratings awarded on the basis of individual performance correlate with organisational performance.

The summary of ratings for HoDs' performance during the 2001/2002 financial year (Table 6, paragraph 3.3) would suggest that HoDs have largely achieved what was expected of them in their performance agreements. This positive feedback on performance augurs well for the state of public service leadership.

It has to be considered, however, that many HoDs have not been evaluated. Negative reporting on public service delivery, especially in certain provincial departments, raises questions on the non-participation of certain HoDs and MECs in the evaluation process.

Panel members during HoD evaluations raised concerns that the assessments of HoDs, even in the previous evaluation cycle, have not taken adequate account of the progress and performance of departments, and as a result there may be a disjuncture between individual and institutional performance. For example, during the 2001/2002 financial year, ten (10) national departments had their annual reports qualified by the Office of the Auditor-General for poor financial performance. Four of these departments have had their annual reports qualified for three years in a row. However, no HoD has received a poor performance rating as a result of poor financial management. There is also a widespread tendency for matters of concern to be left unattended year after year.

Some of the performance agreements of HoDs lacked qualitative criteria for measuring performance against the strategic objectives of departments. In certain instances outputs in performance agreements were different from those in the strategic plans. This creates problems in mapping the performance of HoDs in relation to the performance of the departments that they manage.

A good indication of organisational performance throughout the public service is provided in the Ten Year Review report of Government. This Report highlights a number of challenges in relation to governmental programmes, which cover the 2001/2002 financial year as well. According to this report surveys were conducted by the Institute for Democracy in South Africa and Markinor on public concerns from 1994 to 2002 and people's approval of government activities between 1996 and 2003 respectively. The surveys observed that public concern around issues such as job creation and poverty increased substantially during 2002 (67% to 84% and 9% to 28% respectively). Although concern about crime and security saw a decline from 65% in 1999 to 35% in 2002, it was still high compared to 6% in 1994. Concern around health policies has risen slightly from 2% in 1994 to 10% in 2002. However, it should be seen to be declining as in 1999 it was at a high of 18%.

On the other hand, people's approval of Government efforts with regard to crime prevention in general has seen a sharp increase since 1999 (where it was at a low of 25%) to 41% in May 2003. Approval for Government policies on social services (housing, welfare grants, land and rate of basic service delivery) has averaged at 60%. According to the above surveys overall government performance has been well received by the public. This demonstrates the success of recent policies by Government. However, the report acknowledges that significant improvement can still be made around these challenges.

The concerns that the public have of government performance could be attributed to ineffective communication strategies. Lack of communication on achievement and the profiling of services are areas that panel members frequently criticized or raised concerns around.

It is clear from this discussion that the assessments of HoDs have not taken adequate account of the progress and performance of departments, and as a result in certain instances a disjuncture between individual and organisational performance may emerge.

4.5 EVALUATION PROCESS

The evaluation process has unfortunately been plagued by certain challenges that require further analysis with a view to find corrective solutions.

4.5.1 Challenges on documentation used for the evaluation

There were serious problems experienced when documents were being forwarded to the PSC for processing prior to the evaluation meeting as outlined below.

(a) Late submission of documents

The PSC guidelines provide that the evaluation documents should be submitted as soon as annual reports are published. Annual reports are normally published during September/October. However, at both national and provincial evaluations the late submission of documents was experienced. A number of enquiries made by Ministries and offices of the HoDs suggest that late submission of documents is related to a lack of knowledge on the nature of information that should be submitted for evaluations and the timing of such submissions. This is despite the fact that this information is clearly indicated in the guidelines which were sent to these offices. It would therefore suggest that little effort is made to peruse and understand the guidelines in the preparatory stage of the evaluation process.

(b) Link between performance agreements and strategic plans

The regulatory framework in the Public Service emphasises the importance of aligning individual performance objectives of senior managers to the departmental strategic plans. This approach ensures that Performance Management becomes an integral part of the overall management structure and system of the organisation. Performance agreements of HoDs should therefore reflect outputs to be achieved and what measures will be employed to achieve them based on the strategic plan.

There are still performance agreements that do not show a proper link with the departmental strategic plans. In some cases no clear performance criteria have

been indicated, nor were target dates stipulated. Even the outputs in the performance agreements could not always be reconciled with the post of a HoD - instead they could be placed at a lower level. For instance, one HoD's performance agreement contained an output that read - "conducting training on filing or record management to staff".

However, there has been some improvement on these aspects compared to the first year of implementation. Recognising the deficiencies that existed in the compilation of performance agreements, the PSC has obtained Cabinet approval for all HoDs to file their performance agreement with it for quality control purposes. Serious deficiencies can through this approach be detected at an early stage to avoid it having an impact on the evaluation process.

(c) Performance agreement and verification statement not signed

Public service prescripts require members of the SMS to conclude performance agreements at the beginning of each financial year. The purpose of concluding performance agreements is to assist supervisors of senior managers and Executing Authorities, in the case of HoDs, in the management of performance. Performance agreements provide for continuous performance review and one annual assessment after the end of the financial year.

Table 3 indicates that certain HoDs were found to have not signed performance agreements with their supervisors. This raises concerns about non-adherence to regulatory requirements. It also raises questions about the nature of the relationship between EAs and their HoDs.

In most cases verification statements were not signed by the EAs to confirm the HoDs' achievement against agreed objectives. In very few cases, EAs made brief comments on the performance of their HoDs in the verification statements. The PSC overcame this by affording the EAs an opportunity to provide an overview of the performance of the HoD at the beginning of the evaluation meeting. Signing of the verification statement is not only about compliance with the framework but also provides an opportunity for discussion on performance between the EA and the HoD. Such interactions can contribute in arriving at a common understanding on level of achievement of agreed outputs and therefore, facilitate the evaluation of the HoD.

(d) Improved correlation between documents used during evaluations

Performance agreements of HoDs need to be aligned to the strategic plans of their departments. The two documents therefore have to correlate. For evaluation purposes there must also be correlation between the verification statement and the performance agreement in order to ensure that the achievement of milestones is based on agreed outputs.

There was encouraging improvement regarding the correlation between verification statements and performance agreements during the second year of implementation of the framework. There are, however, still areas of concern and the PSC will continue to advise departments who may still be experiencing problems by evaluating the contents of performance agreements once it has been filed with its Office.

Annual reports sometimes refer to issues that could not be traced in the strategic plan of the department and the performance agreement of the HoD. In a number of evaluation meetings panel members recommended the standardised reporting format as prescribed by National Treasury for annual reporting. All departments should be in compliance with this reporting format.

4.5.2 Developmental areas identified during evaluations

Provision is made in the standard format for performance agreements for the identification of developmental areas that need to be addressed. In addition, the performance agreement format prescribed by the PMDS allows the identification of Core Management Criteria in terms of which HoDs should be evaluated. In many cases no developmental areas were, however, identified.

In order to assist with feedback on managerial competency, an optional 360-degree evaluation instrument was included in the guidelines developed by the PSC. Very limited use was, however, made of the instrument by EAs both for national and provincial evaluations. Out of twenty-three (23) national HoDs evaluated, this optional instrument was only used in the evaluation of two HoDs. In the provinces, this instrument was used in the evaluation of eleven (11) out of 38 HoDs. Provinces that used the 360-degree instrument indicated that it provided valuable feedback on managerial competencies.

Notwithstanding the limited use of the instrument, the majority of panel members agreed that the 360-degree evaluation instrument should be made compulsory for all HoD evaluations.

Panel members provided advice on areas where HoDs required further development. Areas identified related mostly to improvement in the management of finances. This supports the reports of the Auditor-General that criticised the manner in which matters of finance have been handled in departments. In certain evaluations it was noted that government departments needed to better profile their services and reflect on their achievements through improved communication strategies. Overall, areas for development that were raised by panel members related more to departmental improvement rather than individual developmental areas of HoDs.

The enhancement of integrated governance in the South African public service has intensified the involvement of HoDs at both horizontal and regional level. For instance institutions such as the National Intelligence Co-ordinating Committee (NICOC) co-ordinates intelligence information provided by various departments (NIA, SASS, SAPS, etc.). HoDs of these departments are required to co-operate on these matters to ensure maximum service delivery around peace and security in the country.

Panel members recognised the increased responsibilities of HoDs during evaluation meetings. The involvement of HoDs in FOSAD, NEPAD and other regional issues were cited as examples of where demands on the role of HoDs have increased. HoDs provide their political heads with support in terms of engagement with their colleagues in other countries. Given this regional and international perspective there is a need to align performance management of HoDs with the complexity of their roles. Most performance agreements of HoDs reflect little of this involvement.

There is a growing recognition for the need to increase operational and technical support for HoDs in the day-to-day running of their departments. In some cases the appointment of Chief Operating Officers (COO) was suggested.

Panel members also indicated the need for improvement in intergovernmental relations to ensure that the constitutional requirement for co-operative governance

between the three spheres of government was complied with. Departments needed to develop strategies to harness this relationship to ensure the integration of programmes for maximum achievement of outcomes. Amongst others, programmes such as education, Integrated Sustainable Rural Development, Urban Renewal, social services and health services required an integrated approach by the three spheres of government for achievement of outcomes.

Various evaluation panels noted the positive relationships that existed between HoDs and EAs. It was also noted that the need exists to safeguard institutional memory by way of retention of performing HoDs. This would require a review of conditions of service of HoDs. Presently, HoDs are employed on contract basis for a maximum period of between three to five years. This does not provide HoDs with the necessary job security and stability as they always have to worry about future employment should the contract not be renewed. A number of high quality HoDs have been lost to the private sector, as they obviously would find it difficult to resist offers that could give them better incentives in terms of remuneration and job security.

4.6 OUTCOME OF THE EVALUATION

At the end of each evaluation meeting and after consideration of all information submitted, the evaluation panels provided the EAs with written advice on the performance of the HoDs. The advice contained a summary indicating the extent to which the HoD met stated objectives in terms of his/her performance agreement. Also included in the advice was the level of performance of the HoD as well as areas that needed development. A proforma advice form is attached as Annexure 5. Upon receiving the advice the EA must provide feedback to the HoD on the outcome of the evaluation and indicate to the HoD his/her final decision on it. The EA must also indicate (on the prescribed form – Annexure 6) his/her final decision to the PSC.

Performance rated at levels 4 (above satisfactory) and 5 (excellent) qualify for a cash bonus. According to the advice given, 73,8% of HoDs evaluated received ratings of above satisfactory and excellent. One HoD in a province was rated below satisfactory and no HoD's performance was rated at the level of unacceptable.

Both EAs and HoDs indicated satisfaction with the advice of the evaluation panel. For the EAs, it assisted them in deciding on the level of performance of HoDs and taking the necessary

actions. The fact that no EA indicated that they deviated from the advice reflects the value that they place on the advice provided to them by the evaluation panels.

4.7 CONCLUSION

The 2001/2002 financial year has resulted in a significant improvement in the implementation of the evaluation process. Not only has there been an increase in the number of HoDs evaluated, but also a significant number of HoDs received good ratings during their performance evaluations. A need has, however, been identified to link the outcome of the evaluation process with an assessment of organisational performance. This aspect will have to receive priority attention.

05

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

The second year of implementation has clearly demonstrated the commitment of all parties...

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The second year of implementation has clearly demonstrated the commitment of all parties to performance management. It has also indicated that more can be done to improve the evaluation framework. Based on the analysis provided in Chapters 3 and 4 of this report, and international trends and practices, recommendations are made in this chapter on how to improve the framework and achieve greater compliance.

5.2 LEADERSHIP CHALLENGES

The statistical analysis in Chapter 3 demonstrates greater confidence in the management abilities of HoDs in providing strategic direction to their departments. The fact that 98% of HoDs evaluated during the period under review obtained ratings of satisfactory and higher is an indication of the level of competence in the management of our public service. Nearly a third (23%) of these HoDs were rated excellent. Such high quality leadership augurs well for the overall achievement of governmental objectives.

A worrying trend is the number of vacancies at HoD level that continue to be reported on. HoDs are attracted by job offers in the private sector that the Public Service cannot match. Feedback obtained from panel members also indicated the need to retain high performing HoDs with a view to ensure public service institutional memory. This will also ensure sustained delivery of government programmes.

Recommendations

It is proposed, for recruitment and retention purposes, that consideration be given to possible amendments to the conditions of service applicable to HoDs to ensure a more attractive package. One possibility that could be considered is to encourage EAs to apply flexible measures at their disposal in retaining high performing HoDs. Chapter V.C.3 of the Public Service Regulations, 2001 allows EAs to set the salary of a post or employee higher than the minimum notch of the applicable salary range for retention purposes.

Further consideration could also be given to the recruitment of former HoDs into the public service. This will not only restore institutional memory but will also benefit the public service in terms of further personal development that such HoDs may have gained during their tenure in the private sector.

5.3 ADDRESSING THE DISJUNCTURE BETWEEN DEPARTMENTAL AND INDIVIDUAL PERFORMANCE

The current system for the evaluation of HoDs in South Africa focuses on individual performance of HoDs. International experience shows that the performance of departments is taken into account when assessing the performance of HoDs. There is a clear need to supplement the measurement of individual performance with a measurement of organisational performance.

Recommendations

A rapid appraisal instrument to monitor departmental performance must be developed by the PSC with the assistance of the DPSA. This system should also be able to draw inputs from the various central agencies whose functions also include the monitoring of departmental performance - such as the National Treasury and the Office of the Auditor-General.

5.4 COMMITMENT BY EXECUTING AUTHORITIES AND HEADS OF DEPARTMENT DURING THE EVALUATION PROCESS

EAs are responsible for initiating the evaluation of their HoDs through the appointment of panels and the submission of prescribed documentation. This should occur as soon as departmental annual reports have been published - this usually takes place during September/October. There was a noted improvement in this regard during the evaluations for the 2001/2002 financial year. The PSC expected and welcomed this improvement, as the role of EAs is crucial in expediting the evaluation process.

However, the lack of response and urgency by EAs and HoDs to facilitate panel meetings played a significant role in delaying the finalisation of the evaluation process.

Recommendations

EAs and HoDs should commit themselves to the process not only by familiarising themselves with the PSC guidelines but also by ensuring that they factor these evaluations in their schedules at the end of the financial year to be reviewed. This includes beginning with the compilation of the verification statements immediately at the end of the relevant financial year and not waiting for the publication of the annual reports.

EAs must commit themselves to conclude the evaluation process not later than four months after the publishing of the annual reports.

The PSC must continue to engage Cabinet and FOSAD to secure sufficient commitment to the framework. Both these structures should also place the framework as a standard item on its agenda to discuss their experiences on the process as well as the measures to facilitate and expedite the implementation of the framework. Greater compliance with the guidelines issued by the Public Service Commission would facilitate a more effective evaluation process.

5.5 EVALUATION PERIODS IN EXCESS OF ONE FINANCIAL YEAR

This report still indicates that there are HoDs who qualified to be evaluated but were not evaluated, and it is a serious cause for concern. The adverse implications of non-evaluation are:

- The principle of regular evaluation and performance feedback is ignored through this approach. HoDs and their executing authorities may not have time for quarterly reviews of performance due to their busy schedules. To overcome this problem an annual assessment of performance becomes critical. The overall objective of the framework of assessing the extent to which governmental priorities are being achieved is missed.
- An evaluation period that spans more than one financial year creates difficulties. It often happens that EAs change portfolios or resign. In such cases the newly appointed EAs obviously do not have the necessary hands-on knowledge of the performance of the relevant HoDs in the period preceding their appointment.
- The task of panel members also becomes more difficult if they are required to review performance over a period spanning two or more financial years. The voluminous documentation they are required to go through impacts negatively on their effective participation during evaluations.

Recommendations

EAs and HoDs should take note of the fact that evaluation in terms of the framework is compulsory and that non-adherence is tantamount to transgression of national norms and standards. The PSC will report non-adherence to National Cabinet and Provincial Legislatures.

5.6 INCONSISTENCY IN IMPLEMENTING THE FRAMEWORK

Cabinet decided during December 2002 to make the framework for the evaluation of HoDs mandatory for the provinces. However, the Western Cape Province has to date not implemented the framework. The PSC participated in a number of discussions with the Western Cape Provincial Legislature and Provincial Administration to resolve the matter, but agreement could not be reached on the adoption of the framework. The continued use of a different evaluation system by the Western Cape Province amounts to inconsistent application of national norms and standards. It also makes it difficult to make an accurate comparison of the quality of leadership across provinces if different systems of performance measurement are used.

Recommendation

The Minister for the Public Service and Administration should engage the Premier of the Western Cape Province to resolve the matter.

5.7 IMPROVEMENT IN THE COMPOSITION OF EVALUATION PANELS

EAs have the prerogative to appoint panel members. Although there has been general satisfaction regarding the capabilities of the appointed evaluation panels, it emerged that representivity of women and people with disabilities as panel members was less satisfactory.

Experiences from the study tours in Canada and New Zealand have indicated that a permanent panel dealing with HoDs would provide the necessary continuity and consistency. Such a panel system ensures a more structured approach and expedites the process.

The involvement of Ministers and MECs as panel members provided valuable input with their vast knowledge on integrated governance issues. However, their busy schedules resulted in constant changing of panel members with the result that evaluation meetings were frequently

postponed. This situation was exacerbated in instances where more than one Minister was made a member of one evaluating panel.

The use of external stakeholders and peers of HoDs provided depth in discussions during evaluation meetings.

Recommendations

The matter of gender representivity and representation of people with disabilities on panels need to be given priority attention. The PSC should incorporate the issue of representivity in the guidelines.

In the short term, EAs should endeavour to include not more than one EA on the panel.

In the medium term, the PSC needs to investigate the use of a permanent panel system for all HoDs. These panels could be structured on a cluster basis and could involve National Treasury and The Presidency. The outcome of the investigation by the PSC should be workshopped with stakeholders for possible submission to Cabinet.

5.8 DOCUMENTATION USED FOR THE EVALUATION

All senior managers are required to enter into a performance agreement at the beginning of each financial year. This performance agreement then lays the basis for managing performance and awarding incentives for good performance. The verification statement document used in the evaluation should correlate with the performance agreement.

The poor quality of the documents referred to and a lack of alignment between these documents have been identified as problems that require serious attention. The poor quality of documentation used for the evaluations impacted negatively on the effective participation of panel members.

Lessons learned from Canada and New Zealand indicated the importance of incorporating cluster priorities in performance agreements of HoDs in order to link individual performance of HoDs and organisational performance. The PSC will engage FOSAD on the possibility of the inclusion of these cluster priorities.

Recommendations

The PSC should ensure that performance agreements of HoDs are filed with its Office in terms of the Cabinet decision in December of 2002. Follow up letters should be written to individual Ministries requiring explanation why performance agreements have not been received. Responses to these letters will be collated in a report to the Minister for Public Service and Administration.

The quality of the performance agreements and their alignment with the strategic plans should be assessed and the PSC must engage EAs and HoDs where these documents are not of the desired quality.

5.9 SUPPORT PROVIDED BY THE SECRETARIAT IN THE EVALUATION PROCESS

Although there is general satisfaction with the support provided by the OPSC as Secretariat, there is a need to provide a more succinct summary to facilitate evaluations.

In Canada the summary used for the evaluation of HoDs is a concise one-page grid capturing the salient aspects regarding the milestones of the HoDs. Attachments are made available to substantiate performance. This saves time as the panel members are able to evaluate all their HoDs (approximately 26) in one day within a six hour-long meeting.

Recommendations

The Secretariat should provide evaluation panels with a more succinct summary capturing the salient issues emanating from the performance of the HoD.

The PSC will have to investigate the capacity requirements of the Secretariat given this challenge.

5.10 CONCLUSION

The framework for the evaluation of HoDs has provided to EAs a barometer for effectively measuring the extent of achievement of governmental priorities. Most specifically, the framework has provided EAs with measures for rewarding performing HoDs and to address any areas for development with a view to improve performance, where applicable.

The improved enthusiasm by the EAs and HoDs in implementing the framework during the 2001/2002 evaluations has resulted in an increased number of evaluated HoDs. However, specific challenges have been highlighted and recommendations provided for addressing them. It is trusted that these recommendations will assist in further improving the evaluation process.

The PSC will in future not report in a similar format on the evaluation process. Instead, an overview of the evaluation process for a specific financial year will be provided in the State of the Public Service Report tabled annually by the PSC. The discussion will be dealt with under the constitutional principle - "public administration must be accountable".

ANNEXURE ONE – COMPONENTS OF THE FRAMEWORK FOR THE EVALUATION OF HEADS OF DEPARTMENT

2.1 INTRODUCTION

The framework for the evaluation of HoDs comprises various components reflecting a systematic process to be followed for the evaluation of HoDs. These components form the regulatory part of the framework and have been guided by the principles underpinning the framework, which were mentioned in Chapter 1.

In order to facilitate the evaluation of HoDs in terms of this framework, the PSC is required to develop guidelines on an annual basis. The Guidelines complement the regulatory part of the framework dealing with the components mentioned below. Critical administrative arrangements are, therefore, set out in the Guidelines, which constitute advice to EAs and HoDs on how the evaluation process should unfold. The guidelines also provide proforma documents and instruments to be used by HoDs and the EAs during the evaluation process.

2.2 EVALUATION PANELS

An emerging trend in performance assessment is the use of multi-source feedback comprising various stakeholders, as an approach to improve the credibility of the performance management system. As such the framework provides for the use of panels to assist EAs with the evaluation of their HoDs. The composition of evaluation panels should reflect all stakeholders as dictated by the nature of the department concerned and may also include the peers of HoDs.

Individual members of the PSC play a pivotal role as chairpersons of evaluation panels appointed by EAs. The Chairperson or Deputy Chairperson of the PSC chairs evaluation panels for HoDs of national departments, while evaluation panels for provincial HoDs are chaired by the Commissioners resident in the respective provinces. Should a Commissioner resident in a particular province not be available for the evaluation of the HoD in that province, the evaluation panel would be chaired by one of the nationally nominated Commissioners (other than the Chairperson or Deputy Chairperson).

Evaluation panels play a critical role of advising EAs on the performance of their HoDs.

2.3 SUPPORT BY THE SECRETARIAT

In order to ensure consistency in the evaluation process, Cabinet decided during December 2002 that the OPSC must serve as secretariat during the evaluations. As the secretariat, the OPSC is responsible for collating and processing information received from EAs and HoDs into a reporting format for evaluation panels, making logistical arrangements for the evaluation meetings, as well as taking minutes of the proceedings during evaluation meetings. This culminates in a concise advice to be given to EAs at the end of each evaluation meeting.

2.4 PARTICIPATION OF EXECUTING AUTHORITIES IN THE EVALUATION MEETINGS

All EAs participate in the initial discussions of evaluation panels where EAs provide valuable input in terms of a brief statement on the performance of the HoDs as well as responding to questions identified by panel members. HoDs are allowed to respond to the EAs' statements and to questions directed to them by panel members. To avoid undue influence, the EAs and HoDs have to recuse themselves when panel members deliberate on the advice. The advice emerging from the evaluation panel is not binding on the EAs and they are still responsible for the final decisions emanating from the evaluation process.

2.5 EVALUATION PROCESS

The evaluation of HoDs should be aligned to the planning and the MTEF cycles. It is for this reason that evaluation periods have been linked to financial years. Initially the framework provided for flexibility in terms of the number of financial years that could be covered by an evaluation period. In this regard EAs could request deferment of evaluations to the next round of evaluations. This created problems, particularly in dealing with performance of HoDs more than 24 months after the end of the financial year, which could impact negatively on organisational effectiveness. As such Cabinet decided during December 2002 that all evaluations must cover one financial year.

As indicated in Chapter 1 the performance agreement system forms the basis for the evaluation of HoDs. The performance agreement is therefore the most important instrument used during the evaluations. HoDs and their executing authorities must complete negotiations and sign performance agreements by the end of April each year.

The following information for the relevant financial year must therefore be used during the evaluation process:

- The performance agreement.
- The departmental strategic and business plan.
- The budget and expenditure report.
- The department's annual report incorporating the Auditor-General's report.
- A verification statement to be completed by the executing authority and HoD detailing the achievement of targets and outcomes provided for in the performance agreement.

The use of the above information reflects the emphasis on the integrative nature of performance management of Senior Management Service. As indicated earlier, the Secretariat is responsible for the collation of information based on the abovementioned documents into a summary of cross references which aims to assist panel members in perusing the supporting documentation. The evaluation panels may obtain inputs from the EAs and HoDs during the evaluation process.

In view of the fact that the performance agreement system did not provide for the evaluation of managerial competences, the executing authority could also make use of the 360-degree evaluation instrument, provided by the PSC, to assess the HoD's managerial competences. The results emanating from this instrument are utilised by the panel for identifying developmental areas and not for the level of performance of the HoD.

The panel has the responsibility of considering all information at its disposal and to provide advice in writing to the relevant EA at the end of the evaluation meeting. The advice contains an indication of the level of performance of the HoD in relation to the key performance areas set out in the performance agreement. The panel may also identify areas of development that the EA and HoD must take note of. These may be identified from the 360-degree instrument as indicated above. Having considered the advice, the EA takes a decision on the awarding of a cash bonus and other actions to be taken in terms of the performance of the HoD.

The results of the evaluation process must be forwarded to the President and the Premiers. This is critical for the President and Premiers to have an understanding of the quality of leadership that drives the objectives of Government.

2.6 REVIEW OF THE EVALUATION PROCESS IN CASES OF DISSATISFACTION

Where a HoD is dissatisfied with a decision of the executing authority regarding the evaluation, she/he may request a review of the matter. The performance agreements of HoDs provide for a dispute settlement procedure according to which a person is identified to whom disputes must be referred for mediation. As a first step, disputes emanating from the performance evaluation of HoDs must be referred to the agreed person. If, however, the dispute cannot be resolved by such a person, the matter can be referred to a Review Committee. A national HoD must lodge his/her dissatisfaction with a Review Committee consisting of the Deputy President and the Minister for Public Service and Administration or their nominees.

A provincial HoD must lodge his/her dissatisfaction with a Review Committee consisting of the Premier and a MEC nominated by the Premier. A Director-General in the Office of a Premier can refer his/her dispute to a Review Committee consisting of the Deputy President and the Minister for Public Service and Administration or their nominees.

2.7 CONCLUSION

The framework, as an important tool designed to assist EAs to measure the performance of their HoDs, provides a road map on how the evaluation process should unfold. EAs and HoDs should follow the measures contained in the framework to ensure its effective implementation. The discussion in the chapters that follow will indicate whether the implementation process has been smooth and whether the framework itself has achieved the intended purpose.

ANNEXURE TWO – AGENDA

PANEL MEETING FOR THE EVALUATION OF:

DATE :

TIME :

VENUE :

- a) Welcome and introductions
- b) Discussion of process/purpose
- c) Overview of HoD's performance by the Executing Authority
- d) Comment by the HoD on the questions raised and regarding his work during the year in question
- e) Panel will raise questions for clarification with HoD and Executing Authority
- f) Assessment on the basis of the documents before the panel and the above discussion
- g) Discussion of 360-degree feedback (**where applicable**)
- h) Summarising assessment and deciding on the assessment rating
- i) Closure

ANNEXURE THREE – 360-DEGREE EVALUATION

NOTE: THE USE OF THIS INSTRUMENT IS OPTIONAL

360 DEGREE EVALUATION

Head of department: _____

PURPOSE

The following questionnaire must be completed in order to facilitate feedback to the head of department and the executing authority on the head of department's managerial competence. The purpose of the feedback generated through this questionnaire is to identify areas that require further development.

INSTRUCTIONS

The head of department's competence must be rated under each of the listed categories. For this purpose a cross (x) must be drawn on the appropriate rating in the rating scale. A number of questions are raised under each category that should guide decisions on the level of competence per category. Please note that only a summary of the feedback provided will be forwarded for the evaluation panel, HoD and Executing Authority's attention. The details of persons that have completed the questionnaire will not be made known.

1. CATEGORY: STRATEGIC CAPABILITY AND LEADERSHIP

	Definition	<i>The ability to develop strategic plans and translate it into achievable objectives, motivating others to deliver on the organizational mandate.</i>				
	Questions	<ul style="list-style-type: none"> To what extent does the head of department involve him/herself in setting the direction of the organization? To what extent does the head of department successfully communicate the strategic objectives of the organization to employees and other relevant stakeholders? Are the strategic objectives of the organization clearly understood by all employees? Is there buy-in amongst employees and other important stakeholders into the strategic objectives of the organization? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

2. CATEGORY: PROGRAMME AND PROJECT MANAGEMENT

	Definition	<i>The ability to plan, monitor and evaluate specific activities designed in order to deliver the desired outputs.</i>				
	Questions	<ul style="list-style-type: none"> • Does the head of department ensure that the desired outcomes of a project are conceptualised? • Does the head of department balance the quality of work with deadlines and the budget? • To what extent does the head of department persuade political heads to adopt and implement the results of a project? • To what extent does the head of department ensure that international trends in project management are applied? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

3. CATEGORY: FINANCIAL MANAGEMENT

	Definition	<i>The ability to compile and manage budgets, control cash flow, institute risk management and administer tender procurement processes in accordance with generally recognized financial practices in order to ensure the achievement of strategic objectives.</i>				
	Questions	<ul style="list-style-type: none"> • Does the head of department understand the importance of financial accountability? • Are financial resources managed and optimized innovatively to support policy and strategy, without compromising quality of work? • Does the head of department adhere to the provisions of the Public Finance Management Act and the Treasury Regulations? • To what extent does the head of department ensure that financial risks are assessed, managed and monitored? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

4. CATEGORY: CHANGE MANAGEMENT

	Definition	<i>The ability to initiate, support and champion organizational transformation and change in order to successfully implement new initiatives and deliver on service delivery commitments.</i>				
	Questions	<ul style="list-style-type: none"> • Does the head of department ensure that the impact of changes in the social political and economic environment is determined? • Does the head of department succeed in keeping him/herself and others calm and focused during times of change and ambiguity? • To what extent does the head of department set the direction for change in the organization and obtains support internally and externally? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

5. CATEGORY: KNOWLEDGE MANAGEMENT

	Definition	<i>The ability to obtain, analyze and promote the sharing of knowledge and learning in order to enhance the collective knowledge of the organization.</i>				
	Questions	<ul style="list-style-type: none"> • To what extent has the head of department ensured that mechanisms and structures for the sharing of knowledge are created in the organization and externally? • Does the head of department succeed in using sources of knowledge appropriately to improve organizational efficiency? • Does the head of department anticipate future knowledge requirements? • Does the head of department ensure that best practices are shared and promoted across the organization? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

6. CATEGORY: SERVICE DELIVERY INNOVATION

	Definition	<i>The ability to champion new ways of delivering services that contribute to the improvement of organizational processes in order to achieve organizational goals.</i>				
	Questions	<ul style="list-style-type: none"> Does the head of department consult with clients and stakeholders (directly or indirectly) on ways to improve the delivery of services? Does the head of department implement innovative service delivery options in the department? Does the head of department employ practices to determine the needs of clients? Does the head of department ensure that mechanisms are created to encourage innovation and creativity within functional areas and across the organization? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

7. CATEGORY: PROBLEM SOLVING AND ANALYSIS

	Definition	<i>The ability to systematically identify, analyze and resolve existing and anticipated problems in order to reach optimum solutions in a timely manner.</i>				
	Questions	<ul style="list-style-type: none"> To what extent does the head of department demonstrate a logical approach to problem solving and provide a rationale for proposed solutions? Does the head of department demonstrate objectivity, thoroughness, insight and probe behaviors when approaching problems? Does the head of department ensure that mechanisms are put in place to prevent the recurrence of problems experienced by the department? Does the head of department succeed in harnessing a collective effort of employees in the department to solve problems affecting the department as a whole? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

8. CATEGORY: PEOPLE MANAGEMENT AND EMPOWERMENT

	Definition	<i>The ability to manage and encourage people, optimize their outputs and effectively manage relationships in order to achieve organizational goals.</i>				
	Questions	<ul style="list-style-type: none"> • To what extent are the capabilities of employees identified and matched with organizational needs? • To what extent does the head of department ensure that employees are appraised timeously in order to improve performance? • Does the head of department ensure that the diversity that exists in the organization is harmonized to ensure a common vision, enthusiasm for the vision and clarity of vision? • Is the head of department regarded as a leader who displays personal interest/empathy in the well being of all employees? • To what extent is the head of department regarded as a motivator of others who empowers others to deal with complex situations? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

9. CATEGORY: CLIENT ORIENTATION AND CUSTOMER SERVICE

	Definition	<i>The ability to deliver services effectively and efficiently in order to put the spirit of customer service (Batho Pele) in practice.</i>				
	Questions	<ul style="list-style-type: none"> • To what extent does the head of department ensure that the organization is aware of public perceptions about the impact/quality of their services and results in terms of cost effectiveness/cost efficiency/timeliness/customer requirements? • Does the head of department ensure that the organization is knowledgeable of the needs of customers to ensure better service delivery? • To what extent/level are the customer needs satisfied in order to achieve strategic goals? • To what extent does the head of department foster an environment in which customer satisfaction is valued and ensured? • To what extent does the head of department succeed in prioritizing customer needs in terms of budget, time, quality and targets set by the department? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

10. CATEGORY: COMMUNICATION

	Definition	<i>The ability to exchange information and ideas in a clear and concise manner appropriate for the audience in order to explain, persuade, convince and influence others to achieve the desired outcomes.</i>				
	Questions	<ul style="list-style-type: none"> • To what extent is the head of department regarded as a knowledgeable and good communicator, externally and internally, and sought after to represent the organization? • Does the head of department succeed in communicating messages in a manner that gains support, commitment and agreement? • To what extent does the head of department ensure that a non-threatening environment is created in which individuals feel empowered to come forward with new and unconventional ideas? • Are personnel in the department continuously updated on important developments affecting the organization as a whole? • Does the head of department allow employee feedback on all aspects of the organisation's performance? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

11. CATEGORY: HONESTY AND INTEGRITY

	Definition	<i>The ability to display and build the highest standards of ethical and moral conduct in order to promote confidence and trust in the Public Service.</i>				
	Questions	<ul style="list-style-type: none"> • To what extent does the head of department ensure that the organisation's actions are guided by a strong ethical code? • To what extent does the head of department take responsibility for own actions even if it reflects negatively on him/herself or the organization in order to create a culture of accountability? • Does the head of department set an example by using official time and resources for organizational matters and not personal matters? • Is the head of department regarded as a flag-bearer of ethical values in the public service? 				
	Rating	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

A summary of the completed questionnaires will be compiled by the secretariat. This summary will reflect on the feedback provided under each category as well as on an overall rating of managerial competence. The following format will be used for the summary:

CATEGORY	RATING				
1. Strategic capability and leadership	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
2. Programme and project management	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
3. Financial management	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
4. Change management	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
5. Knowledge management	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
6. Service deliver innovation	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
7. Problem solving and analysis	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
8. People management and empowerment	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
9. Client orientation and customer service	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
10. Communication	Unsatisfactory	Need for improvement	Competent	Advanced	Expert
11. Honesty and Integrity	Unsatisfactory	Need for improvement	Competent	Advanced	Expert

OVERALL RATING OF MANAGERIAL COMPETENCE

Unsatisfactory	Need for improvement	Competent	Advanced	Expert
----------------	----------------------	-----------	----------	--------

The summarized rating will be calculated by allocating a point value to each rating (from 1 to 5), adding the ratings provided per category and dividing the sum of the added ratings by the number of persons that have completed the questionnaire (decimals 4 and lower will be rounded down whilst decimals 5 and higher will be rounded up).

ANNEXURE FOUR – RATING SCALE

Rating scale:

(Evaluation Panel will circle the appropriate rating)

Rating	Definition of score
5	Excellent
4	Above satisfactory
3	Satisfactory
2	Below satisfactory
1	Unacceptable

ANNEXURE FIVE – PROFORMA ADVICE

WRITTEN ADVICE BY THE EVALUATION PANEL ON THE PERFORMANCE OF:

FINANCIAL YEAR: 2001/2002

Members of the evaluation panel:

- Summary of main findings:
- Rating scale:
(Evaluation Panel will circle the appropriate rating)

Rating	Definition of score
5	Excellent
4	Above satisfactory
3	Satisfactory
2	Below satisfactory
1	Unacceptable

- Developmental areas identified

SIGNATURE OF MEMBERS OF THE EVALUATION PANEL

Chairperson : _____

Member : _____

Member : _____

Member : _____

Member : _____

Signed at on20

ANNEXURE SIX – FINAL DECISION BY THE EXECUTING AUTHORITY**DECISION BY THE EXECUTING AUTHORITY REGARDING THE EVALUATION OF****FINANCIAL YEAR: 2001/2002**

Advice of Evaluation Panel adopted

Deviation from the Evaluation Panel's advice

Reasons for deviation:

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

.....

Cash bonus awarded.....

Pay progression awarded.....

Signed by Head of Department

Signed by the Executing Authority

NAME

.....

NAME

.....

SIGNATURE

.....

SIGNATURE

.....

DATE

.....

DATE

.....



Commission House
Cnr. Hamilton & Ziervogel Streets
Arcadia, 0083

Private Bag x121
Pretoria, 0001

DESIGN AND LAYOUT: BLACKMOON ADVERTISING

Tel: +27 12 328-7690
Fax: +27 12 325-8382
E-mail: info@opsc.gov.za
Website: www.psc.gov.za