
STATE OF THE PUBLIC SERVICE REPORT 2006
Assessing the Capacity of the State to Deliver

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The State of the Public Service Reports preceding this one consistently show that the South African Public Service has made significant strides in transforming itself fundamentally, while simultaneously having to rise to the massive challenge of service delivery to ensure that the government achieves its ideal of creating a Better Life for All in accordance with the People's Contract. To this end, not only has our Public Service been consolidated into one single service, but also sound legislation, regulations, systems and procedures are in place to ensure that it executes its mandate effectively and seamlessly. What needs to be done now is to undergird the Public Service with the appropriate capacity that is critical to ensuring the alignment of its service delivery and sharpening its effectiveness. How this can be achieved is the primary purpose of this fifth edition of the State of the Public Service Report.

Therefore, the Public Service Commission (PSC) in this fifth edition of the State of the Public Service Report, while presenting a high level analysis of the performance of the Public Service for the 2005/6 reporting period, using the 9 Constitutional Principles for public administration, it simultaneously examines the capacity of the Public Service as the primary delivery arm of government. From this, recommendations are made on how best capacity of our Public Service can be strengthened. The findings and recommendations made draw on the body of analytical data obtained from all the oversight work of the PSC.

Crucially, what comes out of this edition of the State of the Public Service Report as key among the capacity challenges facing our Public Service is the need to strengthen human resource management and development to ensure that there is a skilled, professional, motivated and productive workforce that drives government programmes, particularly those aimed at redressing the legacy of Apartheid and consolidating our democracy. Furthermore, the Public Service needs the capacity to consolidate its systems, planning processes, financial management, monitoring and evaluation, and to leverage these to ensure sustained effective delivery. The capacity for promoting and sustaining public participation, which is vital for ensuring that the right needs are met, requires attention. Elements of the capacity for these are already in place. The challenge is to build on these and to make them even and consistent throughout the Public Service. Rather than doing the fashionable, the Public Service needs dedicated consistency in working with what already exists and building on it. Appropriate capacity is vital not only for advancing its ability to implement and advancing it to higher levels of efficiency and effectiveness, but also to enable the Public Service agility and ease in rising to new delivery challenges such as those posed by the Accelerated and Shared Growth Initiative of South Africa (ASGISA).

We hope that this report will provide useful insights on the state of the Public Service, and contribute meaningfully to current efforts, particularly by government, to enhance the capacity of the Public Service to deliver on the promises made by government in the People's Contract.

A handwritten signature in black ink, appearing to read 'Sangweni'.

Professor S.S. Sangweni
Chairperson: Public Service Commission

A-G	: Auditor-General
ASGISA	: Accelerated and Shared Growth Initiative of South Africa
D-G	: Director-General
DPSA	: Department of Public Service and Administration
EA	: Executive Authority
GWM&ES	: Government Wide Monitoring and Evaluation System
HoD	: Head of Department
M&E	: Monitoring and Evaluation
MDG	: Millennium Development Goals
MTEF	: Medium Term Expenditure Framework
MTSF	: Medium Term Strategic Framework
NACF	: National Anti-Corruption Forum
NACH	: National Anti-Corruption Hotline
NAP	: National Anti-Corruption Programme
PAJA	: Promotion of Administrative Justice Act
PFMA	: Public Finance Management Act
PMDS	: Performance Management Development Systems
PPPs	: Private Public Partnerships
PSC	: Public Service Commission
PSM&ES	: Public Service Monitoring and Evaluation System
SGBs	: School Governing Bodies

Introduction

The four State of the Public Service Reports preceding this one, although focusing on broader issues, consistently raise the critical issue of the capacity of the Public Service. To ensure that the issue receives urgent and dedicated attention this edition of the State of the Public Service Report focuses singularly on the assessment of its strengths and weakness, and recommends ways in which it can be enhanced. The analytical approach of the report is predicated on the 9 Constitutional values and principles for public administration that are enshrined in Chapter 10 of the Constitution as fundamental imperatives for our Public Service.¹ Therefore in summary using these 9 principles, the report shows the following with regards to capacity in the Public Service:

Principle 1

Professional ethics

- The capacity to promote and maintain a high standard of ethics in accordance with this principle is central to sustaining a credible Public Service and safeguarding both its integrity and efficacy.
- The Public Service has demonstrated the capacity to promote and implement ethical frameworks. Furthermore, to maximise its results on this, it has improved its cooperation with the private sector and civil society. Resulting from this the Public Service is now working to a National Anti-Corruption Programme (NAP) which was adopted by the National Anti-Corruption Forum (NACF).
- The National Anti-Corruption Hotline (NACH) has bolstered the capacity of the Public Service to identify and act on corruption. Attesting to this, is that as at December 2005, 1996 cases of alleged corruption and service delivery complaints were reported and referred to departments for follow-up. However, Departments need to improve their capacity to investigate and finalise these cases.
- The use of the Whistle-blowing mechanisms needs to be strengthened, and the culture of blowing the whistle instilled. Support and protection must also be provided for those who blow the whistle. Most importantly as stated in the State of the Public Service Report for 2005, the capacity for fostering understanding of the Whistle blowing guidelines should be developed.²
- The Financial Disclosures Framework is important to prevent private abuse of public power and resources. From the point of view of the PSC, a 100% compliance with the requirement for Financial Disclosures should be the target for the Public Service. The current average is only 70%. Executive Authorities (EA) and Heads of Department (HoD) must be robust in fulfilling their responsibility to ensure that departments are 100% compliant.
- There is a need to strengthen the investigative capacity of the Public Service.
- Departments need to bolster their capacity to ensure that cases of financial misconduct are processed within the timeframes set in existing regulations, and that their reports on this are sent to the PSC timely.

Principle 2

Efficient, economic and effective use of resources

- There remains a need for the Public Service to strengthen its capacity for sound financial management in order to ensure the efficient, economic and effective use of resources. This will ensure that resources are deployed cost-effectively and as accurately as possible to key priorities thereby preventing wastage. Therefore, developing capacity to improve financial management cannot be over emphasised.
- The Public Finance Management Act (PFMA) of 1999 was intended precisely to improve financial management. The capacity to improve compliance with the requirements of this Act is therefore critical. Findings from the reports of the Auditor-General (A-G) persistently indicate nominal compliance, unauthorized and irregular expenditure, and failure to manage assets properly as perennial problems.

¹Republic of South Africa. *The Constitution of the Republic of South Africa, 1996. Act 108 of 1996, Chapter 10, pp. 107 – 111.*

²Republic of South Africa. *Public Service Commission. State of the Public Service Report. 2005. p. 3 and p.5*

The State of the Public Service Reports preceding this one also identify these as recurring problems.

- With regards to effectiveness, the capacity for Monitoring and Evaluation (M&E) which is essential for tracking surfacing problems and determining success is as yet to be embedded in departments as a performance management tool. What currently exists in and across departments of the capacity to do this is far from developed.

Principle 3

Public administration must be development oriented

- At the heart of the capacity required for the fulfilment of this principle is the need to ensure that the Public Service, as the primary delivery vehicle of the state, is astute in rising to the development needs of the country. Of significance here is developing a service with an impulse, sensitivity and commitment to respond proactively and decisively to the urgent need to redress the legacy of the gaping divide between the first and the second economies.
- Since the key characteristic of the second economy is in most parts abject poverty, the capacity to meet the challenge of poverty reduction is essential. Preliminary findings from an audit undertaken by the PSC of projects aimed to address poverty indicate that the many projects being pursued to this end need to be integrated both into the work of the departments and across departments in order to optimize their impact.
- The Accelerated and Shared Growth Initiative of South Africa (ASGISA) recently launched by government as a strategy to consolidate economic growth in a manner that will also target poverty reduction raises new capacity challenges for the Public Service. Vital here is the capacity of the Public Service to work effectively with private public partnerships (PPPs). This needs to be enhanced.
- Although local government falls outside the oversight ambit of the Public Service Commission presently, it comprises a vital link in the service delivery chain of government. Therefore, failure to address capacity problems that complicate and hinder progress in addressing poverty reduction at local level is most certain to have adverse consequences on capacity at national and provincial levels. The negative multiplier effect of these consequences on key undertakings such as the ASGISA, cannot be ruled out.
- The disempowering effect of the absence of consistent integrated M&E systems that would afford departments a clear line of sight to sharpen their capacity to address weaknesses in service delivery should be mitigated by the Government Wide Monitoring and Evaluation System (GWM&ES) which is now being put in place in the Presidency.

Principle 4

Services must be provided impartially, fairly, equitable and without bias

- As stated in the State of the Public Service Report for 2005, a fundamental departure from the injustice of the Apartheid dispensation by our democracy is the Constitutional requirement for Just Service Delivery.
- Although the legal, normative and the regulatory framework to inculcate the ethos for Just Service Delivery is in place, the capacity of the Public Service to fulfil this principle, is far from developed.
- Batho Pele principles provide a normative framework to ensure the inculcation of Just Service Delivery and administrative actions in the ethos of the Public Service. Significantly, these principles in converse also constitute a generic set of service standards which must be fundamental as the basis for dealing with the public thereby indicating what the public must expect right across the board from the Public Service. Yet, at best in most departments, the capacity to adhere to these principles is as yet to develop beyond merely displaying the posters bearing them on walls.

- There is poor implementation of the Promotion of Administrative Justice Act (PAJA) across departments, and the situation has not improved significantly over the last 3 years. Plans by the Department of Justice and Constitutional Development to conduct training seminars for legal officers, with the PSC providing inputs into the monitoring and evaluation component, should improve the situation.
- There is need for the capacity to redesign departmental communication processes so that PAJA requirements are explicit, and the public fully understands their options.

Principle 5

People's needs must be responded to and the public must be encouraged to participate in policy making

- One of the distinctive features of our democratic constitution is the entrenchment of the third generation of Human Rights in the Bill of Rights which makes it a government imperative to meet the socioeconomic needs of the people.
- Thus fundamental to the first part of Principle 5 is the capacity in the Public Service to be proactive and responsive to public needs and the ability to continuously engage with the public in accurately determining and responding to those needs.
- There are encouraging signs with regards to service delivery as an indicator of the ability of the Public Service to respond to the needs of the people. A Citizens Satisfaction Survey conducted by the PSC in the Economic and Infrastructural sector indicated satisfaction levels as ranging between 62% and 81%. The survey however also highlighted areas of concern regarding responsiveness.³
- The capacity to raise and calibrate public participation in the policy formulation, implementation and review processes in order to avoid a disjuncture between policies and programmes on the one hand, and the needs they are intended to meet on the other must be improved.
- The increased use of Citizens Forums could improve the capacity of Government to better understand the needs of communities and thus respond to them with appropriate policies and programmes. The capacity to facilitate and support public participation needs to be improved.
- There is need for capacity to harness consultation processes to legitimize and enrich key decisions of the Public Service. As a starting point, the Public Service could rally its capacity to do this around its key decision moments.

Principle 6

Public administration must be accountable

- A wide range of mechanisms have been put in place to enhance accountability, but these require implementation capacity.
- The accountability that is fostered through the HoDs evaluation process must permeate into the entire organization.
- Furthermore, consistent compliance by HoDs and Directors-General (DGs) with the requirements for performance evaluation is essential in enabling Cabinet and the President to have an accurate sense of the capacity of our top leadership to lead the Public Service.
- As a mechanism for identifying development needs to strengthen the leadership capacity of the HoDs and DGs, the results of those HoDs and DGs thus far evaluated show that most HODs seem to be performing at levels significantly above average.
- Central to the evaluation of HoDs and DGs is the capacity in accordance with stipulated regulations to contract to performance. The value of this in ensuring alignment by departments to the key objectives that are set by government, is as yet to be fully exploited by senior management in that compliance with this by HoDs and DGs is far from impressive.
- The senior public service management needs the capacity to integrate the performance management systems that are in place into the work of the Departments

³Republic of South Africa. Public Service Commission. Citizens Satisfaction Survey in the Economic and Infrastructure Sector. Draft report. March 2006.

and to ensure that the use of these is not erratic or just simply to ensure compliance for the sake of compliance.

- The capacity to address the weaknesses identified in the reports of the A-G needs to be developed.
- The need for consistent and integrated M&E systems to ensure proper and timely accounting cannot be overly stressed.

Principle 7

Transparency must be fostered by providing the public with timely, accessible and accurate information

- The capacity to fulfil this principle is vital for fostering accountability, public participation and most critically in empowering the public to exercise its rights.
- Here again, legislation and regulations are already in place. What is needed is to improve the capacity of the Public Service to comply with these.
- With regards to enabling the public to participate on an informed basis, the format and content of Departmental Annual Reports has improved significantly. An area which requires improvement is the need to ensure that these reports are written in a language that makes them easy for the public to understand and use.
- The completion of work underway to establish a GWM&E system should assist to firm the basis for building the capacity to inculcate a culture of transparency in the Public Service.
- Government performance information must continue to be shared both within government and with outside critical stakeholders.

Principle 8

Good human resource management and career development practices, to maximise human potential, must be cultivated

- The significance, of the capacity to maximise human potential through sound human resource management and career development practices for enhancing service delivery, cannot be over-stressed. This is particularly so in a situation where the Public Service confronts the challenge to consolidate its transformation as it is simultaneously required to rise to the critical challenge of effective service delivery.
- Given the importance of getting the best skills for the Public Service, of utmost importance here is the recruitment and selection capacity. Incorrect appointments can be costly and have deleterious effects on the capacity of the Public Service to deliver.
- There is still insufficient adherence and compliance with the Grievance Rules. The capacity to redress this is very vital for the stability of the Public Service. Internally in departments, by ensuring the resolution of issues that could easily defocus and distract attention from the primary purpose of service delivery, the capacity to comply with grievance rules is very essential for minimizing tensions. The Public Service therefore needs to strengthen this as a matter of urgency.
- There must be a more proactive approach in implementing the HIV/AIDS framework and ensuring that effective HIV/AIDS related health and counselling infrastructure is in place.

Principle 9

Public administration must be broadly representative of the South African people, with employment and personnel management practices based on

- Statistics continue to show that whilst the Public Service has made progress in achieving numeric targets for employment equity, women still need to be better represented at leadership levels and that people with disabilities are still under-represented.
- By enhancing the legitimacy of the Public Service, increased representivity in the Public Service should also enhance its service delivery capacity as the capacity for addressing issues such as language and cultural sensitivity is enhanced.
- More work needs to be done for designated groups on induction, training, mentorship and performance management in order to enhance their capacity to add value to the Public Service.

*ability, objectivity,
fairness and the
need to redress
the imbalances of
the past to achieve
broad representation*

Conclusion

- Addressing the capacity challenge in the Public Service requires dedicated leadership from the Executive and Senior Management levels. As a point of departure, the executive and senior managerial capacity required for this, must have the ability to build on existing legislative, normative and regulatory frameworks.
- This report indicates that significant progress has been made in putting in place the necessary legislative, normative and regulatory framework. On the whole, sound policies are also in place. What now urgently needs to be done is to take the challenge head on and do so systematically and on a sustained basis.
- Furthermore, to ensure clear line of sight through out the Public Service as this is being done, consistent and integrated Monitoring and Evaluation systems must be put in place.
- The PSC will continue to monitor the performance of the South African Public Service and through its reporting generate a broader discussion and debate in the service delivery discourse.

Introduction

Girding the Public Service with
the Appropriate Capacity for
Effective Service Delivery and
Adherence to the Values of
the Constitution

State of the Public Service Report

This report is the fifth edition in a series of annual oversight reports that have thus far been produced by the Public Service Commission (PSC). As with the previous editions for 2002, 2003, 2004 and 2005, this edition is also the outcome of all the oversight work done. While the 2004 report was on progress achieved in broad terms in the first decade of our democracy, the 2005 edition was forward looking, identifying key challenges for the second decade. This edition pulls together trends that were picked up in the preceding editions, to focus specifically on the capacity of the Public Service to execute its functions in a manner that will ensure that every South African woman and man will reap the dividends of democracy. Premised on the 9 Constitutional Principles for public administration, it evaluates the state of capacity in the Public Service and makes recommendations on how this can be enhanced.⁴

The PSC is established in terms of Chapter 10 of the Constitution of the Republic of South Africa. The constitutional mandate of the PSC to oversee public administration and its custodial responsibility for good governance, are spelt out in this Chapter. Therefore, in executing its Constitutional Mandate, the PSC always does this on the basis of the 9 values and principles of public administration as set out in Chapter 10 of the Constitution.

These constitutional values and principles are highlighted in the next section under "Chapter Content."

While the analysis and the recommendations of the report are based on the vast amount of oversight work done by the PSC, to strengthen them, critical and pertinent research findings from other sources, particularly from central government departments, are also taken into account.

Focus of this report

The focus of this edition is on the capacity of the Public Service to deliver on the developmental objectives of government. The capacity of the state remains a key issue in the socio-economic transformation of South Africa. In his 2006 State of the Nation Address the President made the point that whilst the country has entered its age of hope, more was needed to be done to ensure that government has the capacity "to discharge its responsibilities to help accelerate the process of transformation"⁵. He pointed out that based on an audit of capacity conducted in a number of departments, "issues of skills, vacancies, delegation of responsibilities to managers of delivery agencies and relationship between national and provincial departments have emerged as being among the most critical areas requiring attention".

A number of programmes are in place to give effect to government's commitment to the process of transformation. One of the most recently announced programmes is the Accelerate and Shared Growth Initiative of South Africa (ASGISA). This initiative, through a selected range of interventions, seeks to promote an annual growth rate of at least 6% and halving unemployment and poverty by 2014.

There is little argument that limited capacity continues to impact on government's performance and its ability to realize its developmental objectives. Indeed, this has been referred to as "...the single most important question that the Executive has been grappling with at the beginning of our second decade in government".⁶

Acknowledging this, the focus has moved to ways in which to enhance this limited capacity and improve the overall capacity of government to deliver. Key to the above

⁴Republic of South Africa. *The Constitution of the Republic of South Africa, 1996. Act 108 of 1996, Chapter 10, pp. 107 – 111.*

⁵Mbeki, T. M., *President of the Republic of South Africa. State of the Nation Address. Joint Sitting of Parliament. Cape Town. 3 February 2006.*

⁶Fraser-Moleketi, Geraldine. *Minister for Public Service and Administration. Keynote Address at the opening of the Senior Management Service Conference. 4 September 2005.*

pronouncements and this edition of the State of the Public Service Report, the question is: *How can the application of the Constitutional values and principles of public administration enhance capacity within government?*

Because it is a multi-faceted concept, there is much contestation on what capacity means within the context of the Public Service. Interpretations range broadly from issues of policy formulation and implementation; to skills and systems, as well as organizational culture.

This report emphasises the critical role of the human resource capability and how this is used to optimize government performance and service delivery. However, it also understands capacity to be infrastructural, recognizing that certain practices, policies and frameworks contribute to greater efficiency and integrity in the Public Service.

Flowing from the above, this report uses the Constitutional values and principles of public administration as a benchmark against which to assess capacity in the Public Service. It argues that if all facets of the Public Service are aligned with the values and principles of public administration, one could expect enhanced service delivery through sound public administration. Ultimately, within this debate the report addresses how adherence to the values and principles enhances the capacity of the Public Service to deliver, and thus collectively impact on poverty reduction as well as growth and development.

Chapter content

Taking the 9 Constitutional Principles and Values for public administration individually, each chapter evaluates the current situation with regards to capacity in the Public Service. Strengths and weaknesses are evaluated to make recommendations.

For purposes of this report, how each of the 9 Constitutional Principles and Values can reinforce a systematic and holistic approach to strategies to gird the capacity of the Public Service is as follows:

Principle 1 - on the Promotion and Maintenance of a high Standard of Ethics:

Vital for building and sustaining credible capacity in the Public Service and protecting its integrity and efficacy, is the capacity to adhere to this principle. This is particularly crucial for ensuring that major interventions by government, such as ASGISA, to consolidate economic growth and speed up service delivery are not jeopardized by unnecessary risks. Therefore the capacity in the Public Service to fulfil this principle is absolutely vital.

Principle 2 - on the requirement for Efficiency, Economy and Effectiveness in the use of resources, requires the Public Service to have the capacity for sound financial management. Furthermore, departments need to have the ability to understand the policies and programmes of government and to have the ability to determine success and failures in the course of implementing these. The inability to do all this very often costs service delivery dearly. Essential for achieving this is the capacity to manage performance in the Public Service and to monitor and evaluate it.

Principle 3 - on Development Orientation, requires government departments to have the ability to design and implement effective poverty reduction interventions to create a better life for its primary stakeholders, the citizenry. The capacity to do this must also

include the ability to integrate development needs and poverty reduction into all the work of the Public Service.

Principle 4 - *on Impartiality, Fairness and Equity in service delivery requires a public service with an impulse for Just Action.* In interfacing with and offering services to the public, the Public Service needs to have the ability to demonstrate an understanding of what kinds of actions and conduct would constitute impartiality and bias, and how these should be prevented.

Principle 5 - *on Participatory Responsiveness in meeting the needs of the people,* requires the Public Service to have the capacity to promote and sustain public participation in its activities to serve the people. Without the capacity to create and sustain appropriate platforms and channels of engaging with the public, the Public Service cannot be fully certain that it addresses the real needs of communities.

Principle 6 - *on Accountability, requires the Public Service to have the capacity to hold itself up to scrutiny and be answerable for its conduct and activities.* Vital for this is the capacity to implement sound performance management systems and to provide comprehensive reports as required. Such systems and reports should not merely be compliance-driven but should instead serve as credible mechanisms of accountability.

Principle 7 - *on Fostering Transparency, a central tenet of our Constitutional Democracy which also marks a sharp break with the Apartheid era.* Essential for the Public Service here is the capacity to open its activities and conduct to the public in order to empower it to exercise its rights fully. The absence of timely and accurate information can severely handicap the ability of the public to benefit from the services provided by the public Service. Departments therefore require the capacity to provide such information and thus empower citizens to make informed choices.

Principle 8 - *on Good Human Resource Management.* For this the capacity to maximise human resource potential and its utilisation through sound policies and management practices and systems is absolutely essential. Weak capacity to manage human resources implies that this core asset of the Public Service that can profoundly influence service delivery is not leveraged appropriately. This can compromise effective service delivery significantly.

Principle 9 - *on Representativity.* At the heart of the Constitutional intention of this principle is the legitimacy of the Public Service. Departments need to have the capacity to recruit and retain a representative workforce. Without this, there is a real risk of it being alienated from the citizenry and being perceived to be less serious about social transformation and promoting unity through diversity as required by the Constitution.

The final Chapter of the Report draws overall conclusions about the state of the Public Service, its capacity to deliver on the developmental objectives of the government and effectively rising to the challenges posed by new initiatives like

ASGISA. This chapter also pulls together recommendations on what needs to be done to ensure sustained improvements.

**Summary of the
Key capacity
challenges
facing the Public
Service**

While much has been done to improve the functioning of the Public Service, significant challenges still lie ahead. Major concerns still constitute various facets of capacity which need to be addressed. Most significantly these include the capacity for optimal utilisation of human resources, the capacity for more consistent policy implementation, the capacity for fully achieving a citizen-centred Public Service and improving the management of performance.

The ability of the Public Service to rise to the current socio-economic challenges depends critically on human resource capacity and its management. The capacity for managing the value chain of human resource management needs to be strengthened. Other key challenges include the capacity for recruitment and selection, management of discipline, and training and development. Furthermore, the capacity to manage HIV/AIDS policies and programmes effectively in the work place, needs urgent attention to minimise the potential impact of HIV/AIDS on personnel and service delivery.

In general, the Public Service has sound policies in place to sustain the consolidation of its transformation and improve service delivery. Strengthening the operational ability of the Public Service to translate these policies into fruitful activities remains a challenge. Throughout this report, examples are provided of well intentioned policies which are still not adequately implemented.

The capacity to manage and improve participatory processes between the Public Service and its stakeholders remains a challenge. A number of initiatives are being implemented, but more needs to be done to achieve greater responsiveness to the needs of the public and the ability to identify these needs. Political leadership has set the pace in the form of Imbizos, which has helped to focus attention on delivery challenges. It is now necessary for institutional innovations such as the Citizens Forums to become more entrenched as part of the work procedures of government. These have the potential to bolster efforts of consulting with citizens and of improving participatory governance.

Another serious challenge is that of improving the quality of planning in the Public Service and the mechanisms through which departments account for their performance. In this regard it is important to ensure greater coherence between the macro-objectives of government, the strategic plans of departments, the budgets allocated to specific programmes and the monitoring and reporting processes. Such coherence would be important for the Public Service to use its resources in such a manner that it meaningfully impacts on poverty and development.

The pivotal role of the Public Service in the success of the reconstruction and development of the country cannot be overemphasized. Addressing the above challenges will further strengthen the capacity of the Public Service to play that role and most importantly to contribute meaningfully towards the major task of addressing poverty and creating a Better Life for All.

Principle 1

A high standard of professional ethics must be promoted and maintained

Capacity in the Context of Principle One

Key to this principle is the ability to build and sustain credible capacity in the Public Service, to protect its integrity and efficacy. Not only does the moral fabric of our nation depend on how effective the developmental state is at reflecting a high standard of professional ethics, but meaningful improvements in the lives of the majority of the population depends upon this. Thus the need for effective capacity to prevent and combat corruption is not a mere farce to pander to international influences, but an absolute requisite. Indeed the ethos of the Public Service should be imbued with this so that ultimately compliance with institutional codes of ethics is achieved.

To this end significant strides have been made for laying the basis of institutionalizing a comprehensive ethics framework. Comprehensive legislation and regulations have been put in place accompanied by efforts to involve the business sector and civil society as partners in the fight to prevent and combat corruption.

Taking into account that there are many cases where public officials act in cohort with members of the public and private business in corrupt activities, the capacity to deal with this must necessarily involve other sectors of our society as well. The National Anti-Corruption Forum (NACF) which draws together civil society, the public and the business sectors, distinguishes South Africa, globally in its commitment to foster an anti-corruption capacity that goes beyond the Public Service.

The normative and regulatory framework for Public Service conduct is also clearly set out in the White Paper on Transforming Public Service Delivery (*Batho Pele*)⁷, and the Code of Conduct for Public Servants. The key challenge here is the capacity to ensure that public officials assimilate these values. Essential to the inculcation of high ethical standards in the Public Service is a senior management who has full understanding of the existing normative and regulatory framework for ethics and integrity.

Overview of Recent Research/ Initiatives

Overall, there are notable improvements in the capacity of the Public Service and the country as a whole to address corruption.

The first Public Sector Anti-Corruption Conference held in 1998, and the national Anti-Corruption Summit in 2000 were key events in beginning a national dialogue on the kind of integrity framework South Africa wants to build. It was this dialogue which culminated in the establishment of the National Anti-Corruption Forum (NACF) and the Second National Anti-Corruption Summit in 2005 which confirmed a societal approach to fighting corruption.

This shared partnership of civil society, the public and business sectors was further consolidated with the development of a National Anti-Corruption Programme (NAP) that was adopted, thus reaffirming the determination of South Africans to engage in collective action around the fight against corruption.⁸ A number of focused joint projects have been identified and their implementation should help deepen the country's efforts of promoting ethics awareness and combating corruption. The establishment of an implementation team to oversee the practical implementation of the NAP is plausible in this regard.

The increased interaction between the Public Service, civil society and the business sector has given rise to impetus to efforts to find ways to manage conflicts of interest as opposed to simply registering its existence.

⁷Republic of South Africa. Department of Public Service and Administration. White Paper on Transforming Public Service Delivery. Government Gazette, Volume 388, No. 18340. Government Printer, Pretoria. 1 October 1997.

⁸The NAP adopted by the NACF on 24 June 2005, is the NACF work plan to address corruption using a multi-sectoral approach comprising civil society, the public and the private sectors. However, this collective approach must be underpinned by mechanisms that support the promotion of ethics and provide visible action against corrupt activities.

The requirement for senior managers in the Public Service to disclose their financial interests regarding, among others, shares, directorships, property, and remunerated work outside the Public Service is a significant step in laying the foundation for a credible way to manage conflict of interest.⁹ *It is imperative that the Public Service strengthens its capacity to ensure that senior managers comply with it.* As Table 1, which follows shows, at the end of February 2006, an average of 70% of senior managers had declared their financial interests. The PSC, however, believes that the Public Service must strive to attain 100% compliance for financial disclosures. 30% is a significant portion of senior management for non-compliance not to have an adverse impact on sustaining credible capacity and putting at risk both its integrity and efficacy.

Table 1: Statistics on Financial Disclosures as at 1 February 2006

National Department/ Province	No. of sms members	No. of forms received	No. of forms Out-standing	% Received
National Departments	3 379	2 640	739	78%
Eastern Cape	414	157	257	38%
Free State	275	135	140	49%
Gauteng	581	380	201	65%
KwaZulu-Natal	498	233	265	47%
Limpopo	355	225	130	63%
Mpumalanga	188	129	59	69%
Northern Cape	119	73	46	61%
North West	278	228	50	82%
Western Cape	300	240	60	80%
Country average	6 387	4 440	1 947	70%

The filling of the forms for these mandatory disclosures is relatively simple, yet there does not seem to be an adequate commitment from the Executive or Heads of Department to ensure that forms are submitted timeously and accurately in order to achieve full compliance by the executive and charge officials with misconduct. Capacity to act decisively will ensure that the efficacy of the framework to manage potential conflicts of interest is not undermined.

The culture of whistleblowing has not been easy to entrench in the the South African public service. Two factors are accountable for this. The first is as indicated in the State of the Public Service Report for 2005, lack of clear guidelines on the operations of the Protected Disclosures Act, 2000.¹⁰ The second is a cultural barrier probably arising out of the legacy of the pejorative stigmatisation as “Izimpimpi” of those who reported things to authorities during the Apartheid era. This reluctance is further compounded by threats of intimidation and harassment, which effectively silence the voices of those wanting to report corrupt practices. Often those who report corruption, especially in

⁹In terms of Chapter 3 of the Public Service Regulations, all SMS members must disclose their financial interests on an annual basis to their respective executive authorities. All departments must forward these to the PSC by the end of April each year.

¹⁰Republic of South Africa. Department of Public Service and Administration. Protected Disclosures Act, 2000. Act No. 26 of 2000.

the workplace, are victimised and intimidated, which deters others from blowing the whistle. It is therefore clear that mere promotion without putting into place mechanisms and the capacity to ensure safety in reporting corrupt practices is inadequate.

The establishment of the National Anti-Corruption Hotline (NACH) in September 2004, promotes the perception of visible action on the part of government. The Hotline is a toll-free (**0800 701 701**), 24/7 facility, operated in all official languages and allows for anonymous complaints and reporting to be made.

Since its inception in September 2004, the system has referred 1 388 cases of alleged corruption and 608 service delivery cases (**Table 2 below**), as at December 2005¹¹, to departments for further handling and investigation.

Table 2: Cases Reported to the Hotline from 1 September 2004 to 31 December 2005

Breakdown	Corruption	Service delivery	Total
National Departments	730	343	1 073
Public entities and others		10	10
Province	658	255	913
Provincial breakdown			
KwaZulu-Natal	87	41	128
Free State	59	11	70
Mpumalanga	72	20	92
Western Cape	28	10	38
North West	55	5	60
Eastern Cape	140	65	205
Limpopo	42	19	61
Northern Cape	13	6	19
Gauteng	162	78	240
Overall total	1 388	608	1 996

Trend reports emerging from the Hotline indicate that reporting relates largely to bribery, fraud, abuse of state-owned vehicles, mismanagement of funds, social grant fraud, fraudulently obtained identity documents and allocation of RDP houses. Reported cases at the provincial level relate mainly to alleged maladministration, procurement irregularities and alleged theft of school funds and assets in hospitals. At the national level the cases mainly reported are in respect of corruption in prisons and identity document fraud.

Considering that such a mechanism did not exist before, these reports do not necessarily constitute an overall indictment on the provinces or departments concerned. These trends do however provide useful information for strategic assessment of risk areas and identification of corrupt practices, and they do point to the fact that these issues require attention.

The challenge will be to maintain the level of participation and confidence in the Hotline through effective investigation and timeous feedback. This will mean that departments

¹¹Republic of South Africa. Public Service Commission. Hotline database. Pretoria. 31 December 2005.

will have to play a much more active role in the finalisation of cases to ensure that the public gets the necessary feedback. Already there is real concern concerning the slow response from departments. The test will be on how effectively the PSC can manage the close collaboration that will have to be forged with departments to ensure the integrity of the hotline is protected.

There is a requirement that cases of misconduct are dealt with effectively and promptly. It sends a clear message to the transgressor, and effectively deters others. The PSC has assessed departments' efforts through the reporting on financial misconduct cases and its Public Service Monitoring and Evaluation System (PSM&ES), which tests professional ethics in departments by assessing whether cases of misconduct are dealt with effectively and promptly.

Departments are expected to report finalised misconduct cases to the PSC, and the PSC in turn publishes these results on an annual basis. Financial misconduct entails any material losses through criminal conduct, unauthorized, irregular, fruitless and wasteful expenditure.

Despite the principles of accountability and transparency being key cornerstones of public administration, departments are not complying fully in reporting financial misconduct cases in terms of the PFMA. As shown in the **Table 3** below, of those departments that have reported to the PSC, there was a total number of 513 finalised misconduct cases. This figure points to a decrease of 11,8% in the number of cases reported compared to the 582 misconduct cases reported in the 2003/2004 financial year. However, this figure needs to be weighed against the non-reporting by several departments.

Table 3: Statistics on cases of Financial Misconduct: 2004/05

	Number of Cases	% of Total Cases
National Departments	198	39%
Provincial Departments	315	61%
Provincial Breakdown	Number of Cases	% of Prov.Cases
Eastern Cape	52	16,5%
Free State	52	16,5%
Gauteng	6	1,9%
KwaZulu-Natal	40	12,7%
Limpopo	31	9,8%
Mpumalanga	11	3,4%
Northern Cape	36	11,4%
North West	45	14,29%
Western Cape	42	13,3%
Total	513	100%

There has been a substantial decrease of 55% in fraud and theft cases in the 2004/2005 financial year. However, fraud and theft continue to be the highest transgressions in the cases reported, with employees on salary levels 6 and 7 having committed the highest number of financial misconduct transgressions. Employees at these levels typically hold posts of Senior Accounting Clerk, Chief Accounting Clerk and Inspector (in the case of SAPS). They are usually placed in supervisory positions for the first

time. These breaches could speak to their lack of capacity to exercise the managerial responsibility that is placed upon them. A deeper concern is that such employees entering their first level of supervision may be already showing a propensity to abuse this position of trust.

In those cases where charges were brought against employees, 77% of them were found guilty of financial misconduct, of which 38% were dismissed. This high incidence of the sanction of dismissal is an indication that financial misconduct will not be tolerated.

Not all departments indicated the cost of financial misconduct. The total cost emanating from unauthorised, irregular, fruitless and wasteful expenditure and losses resulting from criminal conduct reported by departments and provinces was R120,5 million. It is encouraging to note that R97,2 million (80,6%) of the R120,5 million was recovered.

Departments need to ensure that cases of financial misconduct are processed urgently, and that their reports are sent to the PSC.

A sample of departments assessed in the 2004/05 research cycle of the PSM&ES shows that departments generally scored low in the area of managing cases of misconduct, an indication that they still need to pay further attention to how they deal with cases of misconduct.

The possible use of fraudulent qualifications was previously seen as another factor posing a potential threat to efforts of building an ethical Public Service. However, despite perceptions of widespread qualification fraud in the Public Service, it is encouraging to note that in practice this is not the case. Further to the work that was done in 2001 on the verification of the qualifications of senior managers, in 2005 the PSC completed the verification of the qualifications of middle managers.¹² No middle manager was found to have fraudulent qualifications.¹³

Vigilance to possible qualification fraud must be maintained. The duty for verifying qualifications and the accompanying capacity needs to rest with departments, as part of their administrative responsibility to ensure clean and transparent government.

Without doubt, there is a broad range of activities departments are required to do to promote the principle of professional ethics. To do so successfully, they must develop appropriate capacity to ensure a sustained and rigorous focus on ethics and professionalism in the Public Service. A recent study conducted by the Department of Public Service and Administration shows that as part of the execution of the Public Sector Anti-Corruption Strategy, 67% of the 93 departments surveyed have met some of the basic milestones for minimum anti-corruption capability.¹⁴ Such capability includes the development of fraud prevention plans, implementing whistle-blowing mechanisms and developing investigative capacity and management information systems to monitor corruption and raise awareness. These results represent an important development towards the building of a sound ethics infrastructure in the Public Service.

¹²Republic of South Africa. Public Service Commission. *Verification of Qualifications for Senior Managers in the Public Service*. 2001.

¹³Republic of South Africa. Public Service Commission. *The Verification of Qualifications of Middle Managers on Levels 11 and 12 in the Public Service*. 2005.

¹⁴Republic of South Africa. Department of Public Service and Administration. *Report on the Establishment of Minimum Anti-Corruption Capacity in Departments and Organisational Components*. 2004

Capacity considerations for the challenges ahead

The capacity to promote and ensure a high standard of professional ethics in the Public Service is central to the maintenance of a credible, efficient and effective Public Service. The Public Service needs to bolster its capacity to proactively identify and analyse risk areas. This will help generate critical early warning information through which timely decisions and action can be pursued to reinforce the integrity of the Public Service.

Visible action requires the strengthening of investigative capacity to deal with corrupt practices within the Public Service. Unchecked corrupt practices send messages of complicity.

The NACH provides a good barometer of the ethical awareness in the Public Service. Through effective monitoring it will help to identify areas of concern, and point to managerial deficiencies at all levels. The area that needs to be strengthened is the responsiveness of departments to complaints received.

The NAP provides a good example of co-operative governance between civil society and the public and private sectors. Partnerships of this nature need to be pursued in earnest since they promote a leveraging of skills and other resources, and thus help to augment the capacity of the Public Service.

Ultimately, the key capacity requirement would be the capacity to ensure sustained maintenance and promotion of professional ethics.

Principle 2

Efficient, economic and effective use of resources must be promoted

Capacity in the Context of Principle Two

In a context where resources are finite with a wide range of urgent demands competing for them, weaknesses in the capacity of the Public Service to use them efficiently, economically and effectively seriously ties the hands of government in meeting the challenge to create and sustain a Better Life for All and fulfilling the promises made in the Peoples Contract. It is therefore critical for the Public Service to have the capacity to strategically deploy, manage, and utilize resources in an efficient, effective and economic manner.

The White Paper on Transforming Public Service Delivery identifies the principle of *Value for Money* as key to ensuring that the Public Service is transformed. Within this principle there are two key concepts that are important, namely, *allocative efficiency* and *operational efficiency*. These require a particular orientation on the part of managers and decision-makers to drive delivery in the direction of these concepts.

Allocative efficiency requires the capacity to ensure that resources are deployed in line with the priorities of government. To achieve this, the capacity to understand clearly what these priorities are and what they are intended to achieve is vital. Furthermore, the capacity to develop cost effective strategies and programmes that are aligned to these priorities is critical.

Operational efficiency takes the process further by linking the costs of delivering a service or outputs to the quantity. In doing this what is desirable is the capacity to improve the cost-benefit ratio, thus improving the overall efficiency with which resources are used, and freeing up more resources for delivery.

For the PSC, an additional consideration is operational effectiveness, which entails the ability to determine the impact of resource utilization in the course of service delivery and ex post facto. Thus critically, over and above allocating money appropriately and using it efficiently, the Public Service must instinctively be able to ask itself “so what?” and be able to answer this question. Key to this is the capacity to establish and maintain integrated and consistent systems for Monitoring and Evaluation. This will ensure that we do not end up with departments that are highly efficient in economically executing programmes that are irrelevant to the priorities of the government and even distort these.

Given the high levels of interdependence between the national, provincial and local spheres of government, it is inevitable that capacity pressures experienced at one level will spill over into the other levels as well. Local government is generally facing a number of serious capacity challenges where it is even estimated that “...61% of municipalities perform 50% or less of their constitutionally mandated functions”.¹⁵ Although these concerns are specific to local government, one cannot talk about effective and efficient national and provincial departments outside the context of the performance of local government. The three spheres largely utilise resources from the same pool, and overall gains in efficiency and effectiveness ultimately depend on how all the spheres perform.

Government's current approach is to provide hands-on support to local government, with national and provincial departments having a critical role to play. Therefore an eye needs to be kept on ensuring the appropriate capacity for national and provincial government to do this.

¹⁵Mufamadi, F.S. Minister for Provincial and Local Government. Address to the 4th Senior Management Service Conference. 4 September 2005.

Overview of recent research/initiatives

On the first decade of our democracy, major strides were made to overhaul the budget processes of the Public Service and to improve their link with processes of setting strategic priorities. Important initiatives such as the Medium Term Strategic Framework (MTSF), Medium Term Expenditure Framework (MTEF) as well as the Public Finance Management Act (PFMA, 2001) have laid the basis for systematic financial planning and management.

The basis for improving the capacity of the Public Service for financial accounting has also been established through the introduction of better financial reporting and management systems by National Treasury. Areas of improvement identified in the reports of the A-G which measure, among others, compliance with financial management standards also serve as the basis for improving financial accounting.

One of the mechanisms critical for accountability and transparency is the tabling of annual reports and financial statements. The reporting format as prescribed by National Treasury and the Department of Public Service and Administration (DPSA) on Annual Reports provides a clear mechanism to assess how well departments meet their mandates. These reports must clearly reflect the extent to which departments have been efficient, economic and effective in the use of their resources.

Notwithstanding that, overall, there is an adequate framework in place to ensure that the first two Es of this principle are met, there are challenges that still require the attention of the Public Service. A recent assessment by National Treasury to determine the number of departments that tabled their 2004/05 annual reports and financial statements timeously in the legislature revealed that 89% of national departments met the tabling deadline of 30 September 2005. Provincial statistics revealed that 71% of provincial departments met their tabling obligations timeously.¹⁶

Apart from the fact that these compliance figures could still improve, the A-G in his reports still notes other substantive areas of concern around overall financial management in departments. These include the observation that many departments only seek to nominally comply with the PFMA, and have not taken the opportunity to comply with the spirit of the PFMA and improve the quality of management in the use of public resources. Furthermore, financial controls like internal audit units and audit committees are not functioning effectively, and have not really improved the quality of spending nor significantly reduced wasteful expenditure.

The lack of capacity to link performance delivery to time-lines poses another challenge, as is the finding that in 61% of the departments there was non-alignment between strategic plans, annual and financial reports.¹⁷

The A-G recommends that guidance, training and a proper performance information framework be implemented to address the above mentioned shortcomings. The National Treasury has developed several guideline documents to assist departmental officials with implementation of these planning and budgeting reforms and it has become clear that a stronger emphasis needs to be placed on financial management capacity building and improved accountability in order to achieve the qualitative aspects associated with the PFMA. In this regard, the National Treasury has coordinated and in some cases funded several financial management training initiatives to assist departments.

¹⁶Republic of South Africa. National Treasury. Assessment of Departmental Compliance with Provisions of the PFMA.

¹⁷Republic of South Africa. Auditor-General. Report on Audit Outcomes for the Financial Year 2004/05. [RP223/2005].

A further indicator of whether resources are used efficiently is the level of unauthorized, irregular, fruitless and wasteful expenditure by government departments. Reports of the A-G on national departments show that the total disclosed expenditure that fell in the categories of irregular, unauthorized, fruitless and wasteful was R142,1m¹⁸ and R83,8m¹⁹ for the years 2003/04 and 2004/05, respectively. These figures show a welcome decrease in these types of expenditure, but the amounts involved are still significant in the context of promoting an efficient and effective Public Service. Departments need to take appropriate measures against these, including using procedures for reporting on cases of financial misconduct.

With the third E of this principle, effectiveness, it is encouraging that attention is being paid to building the capacity to fulfil this in the work that is underway to establish the GWM&ES.

The PSM&ES continues to serve as the basis for identifying key capacity constraints and providing valuable advice. This PSM&ES tests the efficient, economic and effective use of resources by assessing whether a "Department's expenditure is according to budget and that programme objectives are achieved". The underlying assumption of this assessment is that departments that have good systems for budgetary control and for verifying progress against outputs are more likely to be effective.

A sample of departments that were assessed through the PSMS&ES against this requirement cited above during 2004/05, scored fairly low. These results are consistent with those obtained in other financial years. Together with the concerns arising from assessments by the A-G referred to above these results raise serious questions about the capacity of the Public Service for effective service delivery.

Capacity considerations for the challenges ahead

It is clear from all the afore-going that there is a strong need to strengthen the capacity of the Public Service to link its strategic planning, financial management to the requirements for complying with the prescripts of the PFMS. The capacity to ensure consistency in the information that these various activities and processes generate, also needs attention. Information contained in annual reports should, for example, have a coherent link with information on the programmes that are funded and the Estimates of National Expenditure. Guidelines already exist on these matters and departments need to utilize them as part of efforts to improve their capacity in this regard.

Given the centrality of budgets in driving programmes, information on how well budgets are expended point to the overall capacity of the Public Service for service delivery. Accordingly, there has to be concerted efforts to improve the quality of reporting.

Current efforts to improve financial management capacity should be intensified. This becomes even more critical in light of support to be given to local government.

Finally, government must move with concerted speed and effort to establish the GWM&ES, which the President in his State of the Nation Address in 2004 identified as a priority. Departments themselves must put in place integrated and consistent M&E systems which are compatible to each other. The capacity to do this is key to enabling departments to resolve problems and identify success both in the course of implementing programmes and ex post facto.

¹⁸Republic of South Africa. Auditor-General. General Report on Audit Outcomes for the Financial Year 2003/04. [RP210/2004].

¹⁹Republic of South Africa. Auditor-General. General Report on Audit Outcomes for the Financial Year 2004/05. [RP223/2005].

Principle 3

Public administration must be
development oriented

Capacity in the Context of Principle Three

Developmental state machinery must have a competent Public Service with the capacity to formulate and enact policies that target the development priorities of Government. This capacity must enable the Public Service to proactively and creatively foster and promote policies that redress socio-economic and racial inequalities. Core to this principle is the ability of the South African Public Service to contribute decisively to poverty reduction.

The government has laid a strong foundation for this. In the first decade of our democracy a considerable effort went into restructuring the economy and reintegrating it into the global economy. Sound monetary and fiscal policies were put in place. To complement these efforts new initiatives in order to consolidate growth and new initiatives such as ASGISA, have recently been launched. Serious attention is also being paid to the development of an industrial strategy to complement all this. A major dividend of all this is that the government is now in a position to focus on social spending. Attesting to this is the steady rise of social security and social assistance grants as a percentage of the budget from R10 billion in 1994 to R70 billion in 2006, accompanied by a similar increase in the proportion of the beneficiaries targeted for this. In 1994 whereas there were 2.6 million beneficiaries targeted for social security and social assistance grants, in 2006 the targeted figure rose to 10 million.

Overview of recent research/ initiatives

As noted in the last State of the Public Service Report²⁰, the key challenge for the Public Service posed by the need for developmentalism is the capacity to understand major government initiatives intended to address major development problems and to align these to its performance in an integrated manner.

An audit of poverty reduction initiatives of government which was conducted by the PSC in 2005, confirms its concerns in this regard. The preliminary findings of the audit indicate that these interventions are immense and diverse. For example, there are initiatives that seek to address income poverty (such as social grants), human capital poverty (such as free basic health care and school fees rebates), and asset poverty (such as housing and land reform initiatives).²¹

In itself, the immensity and diversity of the range of interventions that government has initiated to address poverty is strong indication of its commitment to a comprehensive and systematic approach to meeting the development challenges faced by the country. What needs to be done now is to ensure the availability of appropriate capacity in the Public Service to ensure their success. With regards to social grants, the significant rise projected in the number of recipients, makes the need to address this even more urgent. Reports show that the number of people receiving social grants which stood at approximately 10 million in 2005 is expected to increase to about 12 million when child support grants are paid to cover all qualifying children up to the age of 14²². No doubt, this will increase pressure on the capacity of the Public Service to deliver. The positive impact of social grants on the lives of ordinary people also raises the challenge for continuous improvements in the capacity of the public for service. These grants for example contribute more than half of the income of the poorest 20 percent of households, which has doubled in real terms over the past five years, leading to significant improvements in child nutrition, which in turn has improved cognitive ability and school outcomes.²³

²⁰Republic of South Africa. Public Service Commission. *State of the Public Service Report 2005*. Pretoria. 2005.

²¹Republic of South Africa. The Presidency. *Towards a Ten Year Review. Synthesis Report on Implementation of Government Programmes. Discussion Document*. Pretoria. 2003. p. 17.

²²Republic of South Africa. National Treasury. *Budget Review 2005*. Pretoria. 2005.

²³Manuel, Trevor. Minister of Finance. *Republic of South Africa. Budget Speech 2006*. 15 February 2006. p. 4.

Therefore the crucial challenge here is the need for building capacity for sustainable delivery by the Public Service. Ultimately, a more integrated poverty reduction approach should in the long term wean beneficiaries from dependence on social grants, and vital for the achievement of this is appropriate capacity in the Public Service that is necessary to create the opportunities which beneficiaries using these grants can leverage to improve their own income generating capability.

At a broader level, the magnitude of the development challenges cannot be addressed by the Public Service single-handedly. The Public Service needs to have the capacity also to draw on resources beyond government. Therefore the ability of the Public Service to manage Public Private Sector Partnerships (PPPs) is critical. Work by the National Treasury on a strategy for PPPs is encouraging.²⁴ PPPs should play a strategic role in addressing some of the infrastructure, healthcare, and service delivery needs of the people of South Africa, by combining the resources of the public and private sectors. Notwithstanding this, the management of PPPs present their own set of challenges. A sound infrastructure forms the basis for other developmental interventions. National Treasury strongly emphasises the need for government departments to start seeing PPPs as part of their service delivery strategies and integrating them into their expenditure frameworks.

The PSM&ES of the PSC assesses development orientation in departments by establishing whether "The department effectively initiates and/or implements development projects that aim to reduce poverty."

Departments in the 2004/05 cycle were assessed and scored against indicators for project management plans and systems, beneficiary profiles and how well these projects are integrated into the local development plans. Also assessed was the extent to which organisational learning takes place.

Based on these assessments, it was found that many of the standards have not been met, for example, project management plans that are not to the required standard or integrated into local development plans. This shows that a lot more effort is required to improve the planning and formulation of development projects targeted at reducing poverty. Development projects should be designed in a manner that targets the most needy to ensure that the benefits accrue to the most marginalized parts of society. Within the South African context, to realise this requires close integration of these projects with local development plans.

Capacity considerations for the challenges ahead

At the heart of effecting change is the need for a strategic management capacity in the Public Service that shifts the silo-approach in which government tends to work. The Cabinet cluster system needs to focus on improving the capacity of departments to collaborate on common projects.

The service delivery capacity of Government should be improved once the unified Public Service is operationalised. However, this is still at an early stage. To harmonize capacity throughout the three tiers of government, there is an urgent need for progress on this.

To ensure the success of PPPs requires strong leadership and effective management. It also gives rise to the need to evolve new ways of functioning, and explore new management models and strategies. Most importantly it requires the capacity for the

²⁴Republic of South Africa. National Treasury. *Public Private Partnerships, Service Delivery Report Review*. 2006. Pretoria.

Public Service to be able to work beyond the traditional confines of government. The capacity to establish and maintain effective M&E systems to manage potential risks and assess impact is invaluable to the success of PPPs.

Sight must not be lost of the fact that poverty continues to pose the most complex development challenge. Whilst transfer payments and remittances are necessary and useful in the short-term, they may not be sustainable in the long run. To ensure that the government is able in the long term to supplement them with sustainable income generating means for the recipients to stand on their own feet, the participatory capacity of the Public Service as well as its ability to generate evaluative knowledge must be improved.

In order to rise to the challenges posed by development needs, the Public Service needs the ability to constantly assess the best strategies for creating and sustaining job opportunities and targeting investments to areas that were systematically denied these in the old political dispensation.

Finally, for the Constitutional requirement for developmental orientation to be fulfilled, the work of the Public Service must be underpinned by a strong capacity for monitoring and evaluation (M&E). This is necessary to ensure that track is kept of the effectiveness of development interventions both in the course of implementation and ex post facto in order to enable departments to react timeously to problems, generate solutions and prevent unnecessary financial losses. This will also help the Public Service to improve its predictive capacity, thus making it more flexible and responsive.

Principle 4

Services must be provided
impartially, fairly, equitably and
without bias

Capacity in the context of Principle Four

A distinguishing feature that sets our democracy apart from Apartheid is the constitutional commitment to **Just Service Delivery** *that is embodied in this principle.*²⁵ Not only is the capacity for this in the Public Service fundamental to redressing the legacy of the past, but it is also important for legitimising public administration thereby stabilizing our democracy.

Here again, the necessary legal, normative and regulatory framework is in place. The primary legal instrument is the Promotion of Administrative Justice Act (PAJA) of 2000. At a normative level, the White Paper on the Transformation of the Public Service has been translated in the Batho Pele principles.

With the PAJA, the Public Service is as yet to abide by it. Work needs to be done to enable the Public Service to comply with the PAJA, and senior management seriously needs the capacity to inculcate the Batho Pele principles as the underlying ethos of the Public Service.

The PAJA requires departments to have mechanisms for explaining administrative action and redress where necessary. Most critically this Act requires public officials to understand what constitutes lawful administration and what does not.

The capacity to establish mechanisms for explaining administrative actions and redress as envisaged in the PAJA is totally lacking in public service. This needs urgent attention particularly at senior management.

Overview of recent research/initiatives

There are a number of initiatives to assess how well the Public Service meets its obligations for impartiality, fairness, equity and non-biasness. The PSC has put in place mechanisms such as the Batho Pele audits, the National Anti-Corruption Hotline (NACH)²⁶ and Citizens Surveys to test whether citizens do experience Government as meeting these ideals. Through data gathered from such mechanisms, problem areas can be identified and improvements made. Trends in terms of the types of issues raised can be analysed and dealt with before these escalate to levels that are unmanageable.

In the Apartheid era, racial divisions were entrenched through resource allocation, which buttressed by the notorious Group Areas Act, resulted in wide geographical asymmetries in wealth and income distribution. Black groups in the main continue to live in these areas where infrastructure is still underdevelopment and services are still inadequate. Inherently the intention of the PAJA is to encourage administrative action which will ensure that these imbalances are redressed.

A study by the PSC on Sector Policing and the South African *Police Service's (SAPS) role in Community Crime Prevention Initiatives*²⁷ shows that though progress has been made, a lot remains to be done still.

The study is instructive as it points to resource allocation between better and lesser-endowed areas, and how this influences the success of crime prevention strategies. Resources continue to be skewed disfavouredly towards Black communities, which

²⁵Republic of South Africa. Public Service Commission. *State of the Public Service Report 2005*. Pretoria. 2005.

²⁶Republic of South Africa. Public Service Commission. *National Anti-Corruption Hotline. Established within the Office of the Public Service Commission*. October 2005.

²⁷Republic of South Africa. Public Service Commission. *The Review of Sector Policing & the SAPS's role in Community Crime Prevention Initiatives*. Pretoria. 2005.

are the areas with the highest crime priorities, and yet have the least resources at their disposal to make crime prevention strategies succeed. This means that the intervention of sector policing as a crime prevention strategy is being compromised as the root causes of crime in these areas have not been attended to. The capacity to share resources between affluent and poorer areas remains a priority.

The Promotion of Administrative Justice Act, 2000 ensures procedurally fair administrative action and gives citizens the right to enforce fair action. Citizens have the right to request reasons for actions, and also the right to have such actions reviewed in court. It is therefore not surprising that studies have assessed compliance with this Act as the performance indicator for impartiality, fairness and a lack of bias.

A study²⁸ by the PSC and Department of Justice on the implementation of the Act, as well as that of the PSM&ES shows that adherence to the Act is still highly unsatisfactory. Departments do not give prior notice of their proposed administrative actions, no opportunity is given for representations and requests are not processed within a reasonable period of time. Low levels of awareness of the Act across all levels of staff, including management, show that the application of the Act varied greatly across departments and that it proved to be difficult to implement.

Given the fact that the PAJA has now been in existence for over 5 years, these findings are a cause for serious concern. Departments that cannot provide reasons for their administrative actions and comply with the provisions of the Act are less likely to conduct themselves in a manner that is fair and impartial. At the heart of the problem appears to be a lack of legal capacity by departments in ensuring that it meets the requirements of this Act.

To address this concern training programmes are being implemented by the Department of Justice targeting legal officers, with the PSC contributing to the monitoring and evaluation component of these courses. This training should draw attention to the PAJA and promote better understanding of what PAJA stands for and hopes to achieve.

Capacity considerations for the challenges ahead

The capacity to ensure a “**just Public Service**” needs sustained and focused attention.

The short-term challenge for departments is the capacity to redesign their communication procedures, to enable them to communicate their decisions more comprehensively. Communication should indicate how recourse may be exercised and show due consideration for issues of literacy, language preference and medium of communication.

At a management level, most decisions should comply with the requirements of PAJA. This would be easier if decisions were plotted against the procedures for PAJA. This way gaps and deviations would be easily identified. Unless PAJA adherence is integrated into the work of departments, it will remain outside the mainstream processes, and not become institutionalized. Senior management capacity for this seriously needs attention.

²⁸Republic of South Africa. Public Service Commission. Report on Compliance with the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000). Pretoria, April 2005.

Principle 5

People's needs must be responded to and the public must be encouraged to participate in policy-making

Capacity in the Context of Principle Five

One of the distinctive features of our democratic constitution is the entrenchment in it of the third generation of Human Rights requiring the government to meet social needs. This makes it imperative for the Public Service to have the capacity to determine and meet these. The capacity to promote public participation is vital to ensure that the Public Service is able to determine these as accurately as possible and match these with appropriate policies and programmes.

Of critical importance is that “to design and manage such participatory processes does not come naturally, but requires substantial competency sets, including that of conflict management, constituency building, and so forth”.²⁹ In addition, there has to be organizational infrastructure to support these processes and to ensure that they are institutionalized.

Overview of recent research/ initiatives

There is some progress in encouraging public participation to ensure that critical socioeconomic problems are addressed.

The Government programme of *Izimbizo* led by the President is becoming a regular feature of the political landscape of South Africa. However, the President and Cabinet Ministers cannot carry the burden of institutionalizing public participation. The Public Service needs the capacity to integrate this systematically into its day to day work.

Mechanisms to promote participatory governance in schools and crime prevention are encouraging, albeit with varying levels of success. Since the adoption of the South African Schools Act, the Department of Education has promoted participatory governance at school level through School Governing Bodies (SGBs). The roles of the SGBs include the provision of support to the school principal and staff in the performance of their professional functions, administration of school property, and making recommendations for the appointment of school staff. The promotion of participatory governance through SGBs has not been without challenges. There have been instances where some of these bodies have abused their powers and frustrated efforts of ensuring that schools run effectively.³⁰

Efforts coordinated by the South African Police Service to elicit public participation in community crime prevention initiatives are encouraging. These include Community Police Forums, Schools Policing Forums, and Community Patrol Groups. As reported previously, PSC research in this area found that there is a great deal of community support for these initiatives, although the impact of some of them was compromised by factors such as resource limitations, and the capacity of stakeholders in terms of crime prevention principles and practices.³¹

During its earlier research, the PSC reviewed the implementation of government's Batho Pele policy, with its research focus on departments and their efforts to promote people-centred service delivery. Such focus on departments meant that the views of citizens were not heard. To address this, the PSC developed tools and methodologies to incorporate the views and perceptions of citizens in its analysis of Batho Pele implementation.

²⁹Fraser-Moleketi, Geraldine. Minister for Public Service and Administration. Keynote Address at the opening of the Senior Management Service Conference. 4 September 2005.

³⁰Pandor, Naledi. Minister of Education. Introducing the Debate on the Education Budget Vote 15. National Assembly. 17 May 2005.

³¹Republic of South Africa. Public Service Commission. *The Review of Sector Policing & the SAPS's Role in Community Crime Prevention Initiatives*. Pretoria. 2005.

One of these tools is the Citizen Satisfaction Survey. The value of the survey is that it allows one to establish the gap between the expectations citizens have regarding a particular service, and the actual delivery of that service. This helps to better understand what citizens want as opposed to what the department thinks they want. Chapter Four of this Report outlines the findings from a recent Citizens Satisfaction Survey focusing on selected services of the Departments of Agriculture, Land Affairs, and Water Affairs and Forestry.

Having regard for the importance of providing space for the citizenry to express its views on government policies and programmes, in 2002 the PSC itself piloted the concept of Citizens Forums. The Forums involve Public Service institutions working with citizens to propose practical measures to improve service delivery. Participants are thus directed away from just being critical and to ensure that they identify practical recommendations for dealing with the identified challenges. Pilots conducted in the Eastern Cape and Mpumalanga show that there is enthusiasm for the exercise. In line with the approach that participatory processes need to be institutionalized, the PSC has now finalised a toolkit to be used by departments, oversight bodies, communities and other relevant stakeholders to strengthen participation.

The *Step-by-Step guide to holding Citizens Forums*³² helps implementers to understand the philosophy, concept, methodology, risks and potential benefits of the methodology. The guidance it offers on how to incorporate M&E plans into it is critical, as it helps to provide the vital feedback loop for public servants and citizens alike.

The PSC research continues to show the need for enhancing the participation of citizens in the programmes and policy-making processes of departments. It's most recent assessment of a sample of departments by its PSM&ES shows that more needs to be done to raise levels of public participation.

Capacity considerations for the challenges ahead

Meeting the needs of the citizenry in a responsive manner and involving the public in policy making is critical for the stability of our democracy. The capacity for this in the Public Service is sporadic and rudimentary.

The Public Service needs to put in place and implement systems and processes that the public can utilize for this purpose. For this the appropriate capacity should be developed to put in place functional systems, procedures and methods to enable departments to elicit and process inputs from the public.

Finally, departments need to build the capacity to monitor the effectiveness of their systems for public participation to ensure that break downs in these are pre-empted and that they have an impact.

³²Republic of South Africa. Public Service Commission. *Step-by-Step Guide to Holding Citizen's Forums*. Pretoria. 2005.

Principle 6

Public administration must be
accountable

Capacity in the Context of Principle Six

An important characteristic of the developmental state is its commitment to accountability. Public institutions have been delegated important management and regulatory powers and are expected to exercise these powers within the context of accountability. Accountability implies that public servants should be held answerable to government and the public for the achievement of service delivery objectives and the proper utilization of resources. Essential for this is the capacity to account in the various ways set by legislation and regulatory prescripts.

The South African Parliament has passed many Acts which promote accountability, and compel access to administrative documents and the provision of reasons for administrative decisions. Such rights and obligations are expressed in the Public Finance Management Act, Promotion of Access to Information Act, and the Protected Disclosures Act. These Acts, some of which have already been discussed in Principle Four of this report, are among the many Acts which give effect to the Constitutional imperatives of accountability as well as access to information. Furthermore a wide gamut of regulations is in place.

The notion of accountability has profound capacity implications for the Public Service. The Public Service is effectively challenged to ensure that it designs and implements appropriate systems that can facilitate responsiveness to the demands for accountability.

This points to the importance of implementing appropriate Performance Management and Development Systems (PMDS) in the Public Service.

Overview of recent research/ initiatives

Several initiatives, referred to in other parts of this report, are pertinent to the promotion of accountability. For example, many of the mandatory reporting requirements, such as the Financial Disclosures increase internal accountability, whilst external accountability is facilitated through stakeholders such as the Parliamentary Portfolio Committees and promoted through Annual Reports as well as reports of the A-G.

As emphasised previously, financial accountability is instrumental in assessing this Principle. The *Auditor-General's Audit Outcomes Report for the year ending March 2005*³³ revealed that seven national departments received qualified audit opinions. This represents a decrease from eleven qualified audit opinions in the previous reporting period.

However, the number of national departments that received qualified opinions for consecutive years rose from five in the 2003/04 period to seven in the 2004/05 period – an increase of 40%. See **Table 4** below.

Table 4: Frequency of Qualified Audit Opinions

2003/04	2004/05
1. Correctional Services(3)	1. Correctional Services (4)
2. Home Affairs (4)	2. Home Affairs (5)
3. Public Works (4)	3. Defense (3)
4. Statistics South Africa(3)	4. Health (2)
5. Water Affairs and Forestry (4)	5. Labour (First year)
	6. Parliament (2)
	7. Transport (First year)

³³Republic of South Africa. Auditor General. General Report on Audit Outcomes for the Financial Year 2004/05. [RP223/2005].

Although the trend indicates an increase in the number of national departments receiving consecutive qualified audit opinions, it is noteworthy that for this cycle three departments, i.e. the Departments of Public Works, Statistics South Africa and Water Affairs and Forestry, did not receive a qualified audit opinion for the first time in three years.

Of the qualified audit opinions expressed, 81,8% of the findings related to a lack of reconciliation and monitoring. This raises serious concerns regarding management's role in implementing and maintaining internal controls. This also has serious implications for ensuring an effective internal control environment.

It was of concern that the number of matters emphasized³⁴ in national departments continued to increase from more than 150 in the 2002/03 reporting period to more than 300 in the 2004/05 reporting period. In keeping with the trend in the 2003/04 reporting year, the most commonly reported matters of emphasis in the 2004/05 reporting period relate to asset management (31%), income statements³⁵ (29%), information systems (14%) and internal audit and audit committees (5%).

During the 2004/05 financial year over expenditure of R37,4 million was incurred at national level in comparison with R30,2 million in the previous reporting period.³⁶ This represents a 23% increase in over expenditure.

The capacity of national departments to ensure financial accountability has come a long way since the introduction of the PFMA in 1999. However, more needs to be done to get to the core of the challenges that still seem to exist in certain areas. It is a serious matter if a department receives a qualified audit opinion, let alone if that department receives a qualified opinion for two or more consecutive years. Clearly, urgent steps are required to improve the situation in some national departments.

In terms of provinces, qualified audit opinions across the Departments of Education, Health and Social Development are commonly found in most of the nine provinces and these increased over the period 2001/02 to 2003/04 from 49% to 63%. The most significant deterioration can be found in the Health sector.

These findings are worrying especially given that collectively, the Departments of Education, Health and Social Development normally receive the largest share of the budget and are also at the core of the poverty reduction programmes of government. Specific interventions would be required to ensure that this trend is reversed.

The findings presented by the A-G above corroborate those of the PSC in its recent assessment of a sample of Departments to establish whether adequate internal financial control is exerted over all departmental financial transactions and fraud prevention plans, based on thorough risk assessments. The PSC found that departments needed to improve the quality of their financial controls as well the development and implementation of comprehensive fraud prevention plans.

³⁴ "Emphasis of matter" is used to draw attention to a matter that is considered important enough to be mentioned in the audit report, but does not prevent an unqualified audit opinion being expressed. Such matters are mostly lack of some internal control.

³⁵ Income statements cover matters such as income, personnel, transfer payments (including the Division of Revenue Act-DORA) and other expenditure

³⁶ Republic of South Africa. Auditor General. Report on audit outcomes for the financial year 2003/04 RP210/2004.

Underscoring the Public Service's accountability mechanisms is the capacity to perform at acceptable levels. This is reflected through the application of performance management systems. HoDs constitute the highest echelon of administrative leadership in the Public Service, and are effectively the administrative drivers of the highly demanding and dynamic programme of transformation that the Public Service is undergoing. They are expected to think and act holistically to ensure that the Public Service does indeed put people first, and delivers effectively as it consolidates its transformation.

The PSC continues to play its role in facilitating the evaluation of the performance of HoDs. A total of 12 national and 28 provincial HODs were evaluated for the 2003/4 financial year. Ratings awarded to HoDs for their performance suggest that there is a high level of satisfaction with their abilities to provide effective leadership to their respective departments, refer to **Table 5** below. Of the national HoDs evaluated, eight (67%) got a rating of 5 ('outstanding performance') while three (25%) got a rating of 4 ('significantly above average') and one got a rating of 3 ('fully effective').

Ratings of HoDs at provincial level, show that five (28%) received a rating level of 5, nine (50%) received a rating level of 4, and four (22%) received a rating level of 3.

Table 5: Performance ratings of HoDs

Rating	Description	Number of HoD's Evaluated	
		National	Provincial
5	Outstanding performance	8	5
4	Significantly above average	3	9
3	Fully effective	1	4
	Total	12	18 ³⁷

Overall, this information shows that the majority of HoDs that have been evaluated are performing at a level significantly above average.

There is, however, concern over the momentum of the HoD evaluations. Since its inception in the 2000/2001 financial year, there has been a steady increase in the evaluations up to the evaluations for the 2002/2003 financial year. However, the 2003/2004 financial year shows a sharp decline where only 12 out of 25 (48%) HoDs from national departments and 28 out of 62 (45%) from provincial departments were evaluated. These numbers show that only 46% of HoDs were evaluated countrywide.

The reversal of the positive trend from the previous years is disappointing, and the process will have to be revitalized to continue to serve as a key instrument of accountability and feedback.

At the heart of HoD evaluations, are performance contracts which once concluded between the HoDs and their Executive Authorities must be submitted annually to the PSC. These contracts are in essence the fundamental basis for holding HoDs accountable. From the unevenness in the rate of the submission of these to the PSC, arises a great concern as to whether the capacity to contract to performance is not an issue that needs to be addressed urgently. Without performance contracts, it is really difficult to know what exactly HoDs are working to, or whether this is aligned to the

³⁷The total excludes Western Cape HoDs as these were not evaluated in terms of the Framework facilitated by the PSC.

priorities set by the President in his State of the Nations Addresses, Premier's, State of the Province Addresses and the Ministerial budget speeches.

A key area of improvement that the PSC has been investigating recently is on providing feedback on the performance of departments to Executive Authorities in addition to the advice generated on the performance of their HoDs as individuals. Accordingly, the PSC has developed a framework for collating and analyzing information on departmental performance. The framework which will run con-currently with HoD evaluations will be piloted in 2006 with a view to roll it out thereafter. The information derived from this will contribute towards a need to strengthen the top leadership capacity of the Public Service.

**Capacity
Considerations
for the
challenges
ahead**

Capacity is required to ensure that mechanisms for accountability are effective. Financial Disclosures help to promote accountability as they put in place checks and balances to prevent public abuse. This must be extended to other levels of the Public Service and 100% compliance should be the minimum standard. In addition, there needs to be capacity within the offices of Executive Authorities to ensure proper scrutiny of the Financial Disclosures.

The oversight reports of the A-G serve a critical role of promoting accountability by departments. By placing their results in the public domain, it helps to put external pressure on departments to perform better. Departments need to engage with the findings of the A-G and ensure that they build the required capacity to address the areas of weakness identified.

A culture of accounting for performance must be promoted. Currently this means that performance management systems must be put in place, and that their application must be mainstreamed into the work of the departments and not left to the occasional exercise that is done for compliance purposes.

Principle 7

Transparency must be fostered by providing the public with timely, accessible and accurate information

Capacity in the context of Principle Seven

In contrast to the secrecy and opaqueness of Apartheid governance which was necessary for the suppression of the will of the people, fundamentally transparency is necessary for giving content to the ideals of our democratic Constitution. Indeed the ability of the citizenry to exercise the rights embodied in it depends upon this. Therefore as the primary arm of our government, the Public Service must have the capacity to open itself to public scrutiny.

Furthermore the inability of the Public Service to open itself up to public scrutiny can limit even the ability of the citizens to participate meaningfully in processes such as African Peer Review Mechanism (APRM)³⁸ country self-assessment. The current APRM self assessment of South Africa and its outcome should spur the Public Service to improve its ability to open itself up.

As has been seen in Principles 1 and 4 in the afore-going, the legal, normative and regulatory framework to foster transparency in the Public Service, already exists. However the Public Service needs to develop policies and measures to enable it to work to these. Of importance here is the need to build the capacity to understand and work with the PAJA. A vital legal instrument which has also been difficult for the Public Service to work with to effect transparency is the Promotion of Access to Information Act No. 2 of 2000 (PAIA)³⁹ and the Promotion of Administrative Justice Act No. 3 of 2000. Yet the PAIA and the PAJA are the cornerstones for transparency.

Paralegal organisations have used the provisions of PAIA and PAJA to compel departments to provide information, notably around the non-provision of social grants. Such pressure has resulted in court orders against departments and has helped to improve their performance. Should the frustration of civil society and paralegal organisations over non-compliance with these two Acts mount and lead to legal action, this could cost the government financial resources.

Overview of recent research/initiatives

Annual reports are key public documents by which transparency is enhanced. These serve as valuable reference sources for Government and citizens alike in that they show how departments perform against predetermined objectives.

Unlike previous annual reports which were largely public relations documents, the current format and structure of these reports compel departments to report in a manner that promotes transparency around departmental operations. Categories for reporting focus on areas of financial and human resource management as well as performance against predetermined objectives. These categories provide useful insight into the achievement or non-achievement of programme results, and in so doing provide necessary information for public scrutiny.

The Public Service Monitoring and Evaluation System (PSM&ES) uses annual reports to assess the extent to which departments adhere to transparency requirements on their operations. In the 2005/06 survey it was found that development is still needed on the content of these reports. There is still too much of a focus on activities, with lack of reporting reasons for non-performance against planned objectives. Overall provincial departments fared poorly in meeting these standards, whilst compliance from national departments was above average.

³⁸Republic of South Africa. Department of Public Service and Administration. African Peer Review Mechanism. September 2005.

³⁹Republic of South Africa. Department of Justice and Constitutional Development. Promotion of Access to Information Act, 2000. (Act No. 2 of 2000). Government Printer. Pretoria.

A significant measure adopted by the government to open itself up is the placement of its Programme of Action of Government on the Government's website accompanied by progress reports on key elements of it. By placing Government priorities in the public domain, the government demonstrates a commitment to public scrutiny of its performance.

The launch of the GWM&ES⁴⁰, driven from the Presidency, is another practical and positive step to foster transparency in departments. This should enable departments to develop the ability to provide accurate information to the public timeously. To assist in the process to develop the GWM&ES, and better understand the needs around M&E, the PSC has conducted an audit⁴¹ of M&E systems and reporting requirements of all national and provincial departments in the Public Service. The audit results confirm that there is a marked variation in the quality of M&E systems in departments, and that most of these are not incorporated into an overall strategy for M&E to foster transparency.

Another broader study looking at compliance by departments with the legal requirements for transparency was done by the Open Democracy Advice Centre.⁴² Although this study was international in its focus its results for South Africa corroborate findings from the work also done by the PSC on this. The study was conducted in 14 countries, over a period of 6 months during which 140 requests were submitted to 18 public institutions by 7 requesters from different spheres of life. In South Africa, 18 public bodies participated⁴³ and included national and local government, judicial institutions and parastatals.

The overall results showed that the implementation of Freedom of Information/Access to Information legislation remains a challenge on both the international and South African level. It showed that a gap existed between policy and implementation in terms of how accessible department are in practice by providing timely and accurate information. Obtaining information by historically marginalized groups was more of a problem, as issues such as low literacy levels impacted upon their ability to access information.

The international average requirement in providing obligatory responses to requests for information is 14 days. The legal requirement in terms of South African law is 30 days. Even within this period, only 13% of the South African queries lodged were actually responded to in time, in comparison to the 25% response rate internationally. The type of request did not affect how long it took departments to respond. The best performance amongst the bodies surveyed came from the judicial institutions (provided information 19% of the time) followed by the municipalities (provided information 17% of the time).

In the category "ignored requests or mute refusals" it was found that 63% of the South African requests were ignored in comparison with the international average of 47%. A third category of respondents related to people who are unable to submit requests,

⁴⁰Republic of South Africa. The Presidency. Policy Unit. *Proposal and Implementation Plan for a Government –Wide Monitoring and Evaluation System: A publication for Programme Managers*. September 2006.

⁴¹Republic of South Africa. Public Service Commission. *Draft report. An Audit of Reporting Requirements and M&E Systems in Government*. March 2006.

⁴²Open Democracy Advice Centre. *South Africa Summary Country Report: Open Society Institute Justice Initiative 2004 Monitoring Study*. September 2005. (See www.opendemocracy.org.za).

⁴³Parliament, Supreme Court, Regional Court, Eskom, Umgeni Water, City of Johannesburg, Ekurhuleni Municipality, Kannaland Municipality, Nelson Mandela Metro, Sakhisizwe Municipality, Umhlathuze Municipality and the Departments of Agriculture, Defence, Environmental Affairs and Forestry, Justice and Constitutional Development, National Treasury, Presidency, Social Development.

and do so orally, either in person or by telephone. It was found that 15% of the South African requestors were unable to submit requests for information or obtain any response in comparison to 4% internationally. The inability to submit requests were usually due to requestors unable to set the requests in writing and not being provided with the assistance due to them under the law.

The results indicate that whilst the Public Service has the frameworks in place to improve transparency and make it more accessible to the public, a lot more effort must be made to build capacity to actually implement PAIA. This requires greater awareness and training, the implementation of a proper records management system and the establishment of appeal procedures.

Capacity considerations for the challenges ahead

To strengthen efforts of greater transparency, the growing body of M&E personnel within Government that are practically implementing systems has to be supported. It is quite easy for the M&E function to become misused within departments, especially as pressure mounts for increased performance reporting. Questions around organisational location, in particular, must be attended to.

The PSC will continue to monitor transparency through its various systems. It is hoped that this engenders a greater sense of M&E importance within departments themselves, and helps them move towards greater self-evaluation. It is also hoped that the negative results obtained in the survey by the Open Society Institute is not repeated. The true test of whether Government meets the transparency ideals is how it is perceived in practice by citizens as they go about their daily lives.

Principle 8

Good human resource management and career development practices, to maximize human potential, must be cultivated.

Capacity in the context of Principle Eight

The ability of the Public Service to achieve its developmental goals and rise to the challenges arising out of ASGISA as outlined by the President in his State of the Nation address⁴⁴ depends critically on human resource capacity and the sound management of it. Such human resource ability is also critical to meeting the Millennium Development Goals (MDGs) that countries, including South Africa, have subscribed to.⁴⁵ The recent *World Public Sector Report 2005* highlighted the importance of sound human resource management and correctly stated that the “development performance of countries is heavily underpinned by the quality of its public administration”⁴⁶.

The human resource capacity required for Public Service leaders and human resources managers is quite different from the skills required of their predecessors in the Apartheid South African Public Service. In the past, the political and administrative leadership of the time viewed public servants merely as rule bound malleable and compliant robots. Since 1994 transformation processes have focused on the development of humane management strategies to encourage personal growth. This together with the need to inculcate an awareness of the centrality of citizens in service delivery, entailing huge fundamental changes in approach of the Public Service, has compounded the complexities which human resource managers are now faced with. Its change is not easy to manage, particularly where it involves large numbers of people as it does with our public service. Resistance to managerial efforts is fairly common. In the case of South Africa, negative stereotypes of the old bureaucracy inherited from the past make things even more difficult. Thus the key challenge here is to develop leadership and managerial capacity that can catalyze, sustain and manage change. Furthermore, over and above managing a huge bureaucracy, this leadership must also be able to manage cultural diversity.

To realise the full potential of human resources in the Public Service requires certain considerations. Departments must continuously assess employment policies, management practices and the working environment in order to promote representivity, fairness and assist in the identification of barriers that may contribute to inequalities.

Overview of recent research/ initiatives

Notwithstanding the strides that the Public Service has made in the area of human resource management, there still remains room for improvement. The PSC maintains that areas such as recruitment and selection, performance management, human resource planning, the challenge of HIV/AIDS and employment equity need more attention if the Public Service wants to maximize human potential as envisaged in Chapter 10 of the Constitution.

Effective recruitment and retention is critical to meeting the capacity challenge. Incorrect decisions at this level are likely to manifest themselves in poor performance over a period of time, which can be costly and undermine service delivery. Inappropriate decisions reflect on the credibility of the Public Service as an employer committed to objective and transparent recruitment practices.

There are regulated requirements for recruitment in the Public Service. To assist in developing better understanding and improved use of these, the PSC has developed a Toolkit on Recruitment and Selection⁴⁷ on which as reported on in the previous

⁴⁴Mbeki, T.M. President of the Republic of South Africa. State of the Nation Address. 3 February 2006.

⁴⁵United Nations. United Nations Development Programme. Millennium Development Goals. 2000.

⁴⁶United Nations. Department of Economic and Social Affairs. World Public Sector Report 2005. Unlocking the Human Potential for Public Sector Performance. New York. 2005.

⁴⁷Republic of South Africa. Public Service Commission. A Toolkit on Recruitment and Selection. Pretoria. April 2004.

State of the Public Service Report edition⁴⁸, a series of practical workshops⁴⁹ have been conducted across the country. These workshops were instructive in pointing out the causes of some of the problems that have manifested themselves in the form of appointees that fail to perform against the requirements of the job. Contrary to the perception that nepotism is the root cause of this problem, as incompetent persons are appointed over more deserving ones, it was found that most departments lack policies and procedures on recruitment and selection. Lack of such policies result in flawed recruitment and selection processes, poor retention of staff, and difficulties in recruiting women and people with disabilities.

Apart from these procedural aspects, there are however, substantive issues. For example the “person-to-post” match poses serious challenges as the standards set often turn out to be inappropriate. Reports of political office bearers sometimes deviating from the recommendations of the selection panel without fully recording reasons for such deviations, is of concern as it may be viewed as undue interference. The lack of retention strategies results in costly re-advertising and the unnecessary loss of experience. There are suggestions that the Department of Public Service and Administration (DPSA) needs to provide clear guidelines around retention of staff.

These findings are borne out by the PSC investigations into recruitment and related selection malpractices. Likewise, these investigations reveal there is a lack of detailed departmental policies and procedures to inform the objective, fair, equitable and responsible application of recruitment and selection practices. Departments also fail to thoroughly consider what skills, competencies, training and traits are required from candidates that compete for vacant posts before advertising these. As a result there is failure to structure selection processes in accordance with this criteria.

Pitfalls experienced by departments on recruitment, selection and retention will continue as long as there are no clear internal policies on recruitment and selection. Monitoring and evaluation of these policies and procedures is critical for tracking the process and ensuring that problems can be identified and addressed timeously.

The observations made at these workshops and in the investigations conducted are also corroborated by the results from a sample of departments surveyed by the Public Service M&E System. In the assessment, it was found that despite the existence of clear legislative requirements regarding recruitment and selection, departments failed to adhere to them or to put in place internal policies. As recruitment and selection plays a central role in ensuring that the best skills are present in the Public Service, flawed appointment processes can undermine the development goals as well as the transformation process.

The capacity to measure and manage the performance of an individual once in the employ of the Public Service on a continuous and consistent basis is very important. PSC research shows that there are still gaps in the manner in which some departments conduct performance management. These relate to the quality of performance agreements and of the performance appraisal process itself. Indeed, the PSC's latest analysis of labour relations grievances in the Public Service shows that 52% of the grievances relate to the way performance assessments are conducted.

⁴⁸Republic of South Africa. Public Service Commission. *State of the Public Service Report 2005*. Pretoria. June 2005.

⁴⁹Republic of South Africa. Public Service Commission. *Workshops on the Toolkit on Recruitment and Selection. Draft report. 2005*.

The capacity for internal resolutions of grievances is also very essential for the management of sound labour relations, and productivity levels in the Public Service. Therefore, an analysis of grievances⁵⁰ from public servants is informative as it points to issues that are of concern at an individual and group level in the Public Service. Raising dissatisfactions serves as a good proxy of organisational climate as it mirrors the quality of management and staff morale, amongst others.

It is now two and half years since the introduction of the new Grievance Rules and to this end a preliminary assessment on the implementation of Grievance Rules⁵¹ was conducted. Despite the awareness work shops to sensitise departments on these Grievance Rules, there is still insufficient adherence and compliance. This has been observed from investigations conducted on the referrals to the PSC as well as from the grievance resolution database that is submitted to the PSC on a six monthly basis by departments.

Examples of non-compliance relate to failure and/or delay by departments to furnish the PSC with the database on resolution of grievances, a lack or delay of co-operation from departments in handling of grievances referred to the PSC and non-adherence to timeframes stipulated in the Grievance Rules. Also, the premature referral of grievances for consideration by the PSC when the Executive Authority has not yet taken a decision on the matter is a concern.

The total number of grievances handled by the PSC has increased from 392 last year to 431 (9.9%) in the financial year 2005/2006 in the year until January 2006. This may be attributed to the new grievance rules, which has stringent time frames which departments must adhere to. In terms of the grievance rules departments have only thirty days in which to deal with grievances (although this time period may be extended if agreed to by the aggrieved). Once a grievance is not resolved to the satisfaction of the aggrieved they may request that it be referred to the PSC. As reported earlier, the majority of grievances submitted from national and provincial departments related to performance assessments (52%). Such a disproportionate number of grievances stemming from this area should signal warnings as Performance Management Development Systems (PMDS) are central to improving the overall performance of Government.

The second area from which grievances stemmed related to the filling of posts (10%), followed by grievances around claims (8%). Six percent of the grievances related to "unfair treatment".

The PSC also conducted a study in which it assessed "*The role of labour relations officers in organisations*"⁵². The findings of this study revealed that the role of labour relations officers is viewed differently in both the private and public sectors. The function of labour relation officers is not fully understood and there persists a blurring of the definition of roles between line managers and labour relation officers. It is therefore not surprising that in 49% of organizations (both private and public sector) sampled in the studies, labour relations officers are perceived to be disciplinarians or "catalysts" for management. This is borne out of the fact that labour relations officers are actively involved in disciplinary matters in 71% of the organizations, and they are often perceived as acting on behalf of management.

⁵⁰Republic of South Africa. Public Service Commission. *Synopsis on Analysis of Nature of Grievances Considered by Government Departments in the Period January 2005 to June 2005*.

⁵¹Republic of South Africa. Public Service Commission. *Rules for Dealing with the Grievances of Employees in the Public Service*. Government Gazette, Volume 457, No. 25209. Government Printer. Pretoria. 25 July 2003.

⁵²Republic of South Africa. Public Service Commission. *Assessing the Role of Labour Relation Officers in the Public Service*. Pretoria. 2005.

The key findings of the survey were that in the public sector the labour relations officers are often involved in functions that are within the domain of managers. This lack of role definition between the line managers and those of labour relations officers needs to be addressed. Management cannot abdicate its responsibility.

Organizational climate behaviour surveys are important, given their potential to help improve staff motivation. However, according to the study only 55% of the organisations assess workplace behaviour. Half of the national and provincial departments indicated that they did not have contingency plans in place to handle strikes. In terms of training, it was found that 86% of state departments relied on the labour relations components to conduct training.

Given the challenge of HIV/AIDS, the PSC regards workplace management of HIV/AIDS in the Public Service as important. Should the ability of the Public Service to provide quality services be impacted on by HIV and AIDS prevalence amongst its workers, it could compromise service delivery to the population generally. This would have negative consequences on the consolidation of our democracy. One way of strengthening the Public Service to deal with the impact of HIV/AIDS in its workplace is to ensure that effective HIV/AIDS related health and counselling infrastructures are in place. This is another area where the capacity of the Public Service needs strengthening.

The PSC investigated the implementation of the policy framework on HIV/Aids in the Public Service⁵³ and will shortly be releasing its report. Preliminary findings indicate that whilst HIV and AIDS Committees are in place, there is a lack of programmes targeting HIV and AIDS. Counselling and support aspects are also not always in place and Employee Assistance Programmes (EAPs) are still weakly integrated into programmes.

Addressing the challenge of HIV/AIDS requires a combination of effective leadership and management from all levels so that the capacity of the Public Service to deliver is not undermined. It is clear from this study that even though many aspects of a framework on HIV/AIDS in the workplace has been implemented in a large number of departments, a lot still needs to be done to reduce the risk that HIV/AIDS poses in the Public Service.

Finally, it is encouraging that the government itself is seized the question of the capacity of our public service both for the consolidation of our democracy and the redress of the legacy of huge development challenges inherited from Apartheid. The President in his State of the Nation Address in 2005 gave a clear indication that this is a matter of priority.

Capacity considerations for the challenges ahead

Maximising human potential through sound human resource management and career development practices is a complex and challenging task. It requires a sound understanding of human resource management issues, the ability to understand the complex and dynamic environment within which people operate, and a willingness to adapt to changes.

⁵³Republic of South Africa. Public Service Commission. Draft report on the Evaluation of the Policy Framework on Managing HIV and AIDS in the Public Service. Pretoria. March 2006.

The Public Service must improve its ability to recruit and select more effectively. This means that both the human resource units in departments and managers themselves must enhance their skills in performing this important function. A need exists to improve the HR capacity of managers so that they are able to maximise the human potential under their charge, and thus get more benefit from their staff.

At all times the recruitment and retention of the most talented persons to Government should be the goal. This poses a challenge in certain occupational categories, and the remuneration levels here have to be looked into. Whilst the Public Service may not be able to fully compete with the private sector for salaries, there is a need to market the overall benefits of employment in the Public Service so it could be viewed as an employer of choice.

Another challenge that needs attention is the need to improve the capacity of the HR units. There has been a tendency for such persons to be generalists, yet the field of HR has become more sophisticated, which requires levels of specialisation. It is an important area of capacity that must be addressed. If HR can provide insightful support to line managers, rather than only ensuring the adherence to prescripts, this area would be taken more seriously.

Secondments between the private sector and parastatals into Government should be considered. This will help to transfer skills and will go a long way in improving the capacity of public servants, as they increasingly need to work outside the traditional boundaries of government and in partnership to deliver services.

HIV/AIDS in the Public Service carries the risk of adversely impacting on human capacity in the Public Service. There must be a more proactive approach in implementing the HIV/AIDS framework and ensuring that effective HIV/AIDS related health and counselling infrastructure are in place. Once public, the findings and recommendations of the PSC report on this issue must be actively engaged with.

At a macro-level of the State there needs to be a strategy on how staff contributes towards the overall goals of government. This is a challenge which requires creative leadership, as staff that are in more junior positions often do not see the line of sight, and fail to see how their individual performance contributes to the overall performance of Government. Emerging from a culture where high levels of alienation existed in the work place, and where the hierarchy is clearly defined, many junior staff do not feel intrinsically motivated to give off their best. This is because they generally cannot share the enthusiasm that their leaders show for a programme, as they are often not acknowledged for their efforts. This behoves all Public Service managers to take their staff on-board, as the best service delivery plans can be negated if front-line staff are disinterested in its effective implementation.

As far as actual performance goes, there is a need for competence frameworks to be used more, as this will set the standards for performance.

Addressing the many capacity challenges reflected throughout this report can release the full human potential within the Public Service.

Principle 9

Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation

Capacity in the context of Principle Nine

Over and above being fragmented according to the logic of Apartheid, one key characteristic of the Public Service in the Apartheid era was its highly discriminatory nature. Race, Gender and physical ability as critical basis for recruitment, led to a total erosion of its legitimacy in the eyes of the majority of South Africans. Through this principle the Constitution seeks to address this and lay the basis for its legitimization.

The effects of discriminatory exclusion are still today seen through the difficulty that groups have in competing for employment in certain occupational categories in the Public Service, and the extent to which the lack of experience impacts on overall capacity within the Public Service.

In this area the necessary legislative, normative and regulatory framework is in place. The Constitution of the Republic of South Africa, 1996, guarantees equal opportunities for all workers in the Public Service. The White Paper on Affirmative Action provides guidelines to departments on how to affirm the previously disadvantaged. Section 16 of the Employment Equity Act of 1998, outlines measures necessary to be implemented to make affirmative action a success. However, the PSC recognizes that the effectiveness of such legislation is best tested against its application.

Implementing Affirmative Action is fraught with tensions. It is also highly emotive thereby making those charged with effecting it vulnerable to charges of bias. Therefore critically, recruitment in the context of this principle requires the capacity for implementing standards objectively in a situation of open competition. Care has to be taken to balance redressing historic imbalances by earmarking certain groups for appointment (race, gender and disability) with the need not to compromise excellence and standards. The legislative, normative and regulatory framework put in place in the first decade of democracy is yielding impressive results. There is now a sufficiently large pool of competent persons from previously disadvantaged groups at all levels in the Public Service.

Overview of recent research/ initiatives

However, statistics continue to show that although the Public Service has made progress in achieving numeric targets for employment equity, women still need to be better represented at leadership levels and that disabled people are still underrepresented.

The PSC has been monitoring and evaluating the attainment of representativity since 1999. In 2000 it produced a Report on the State of Representativeness⁵⁴ in the Public Service which showed progress against targets for national departments and provincial administrations. At that stage the target of 50% for race representativeness at the management level was met. Women only comprised 18% at the time instead of the target of 30% for women at that level. Furthermore, the target of 2% for persons with disabilities was also not attained with a negligible 0,09% persons with disabilities appointed at the time.

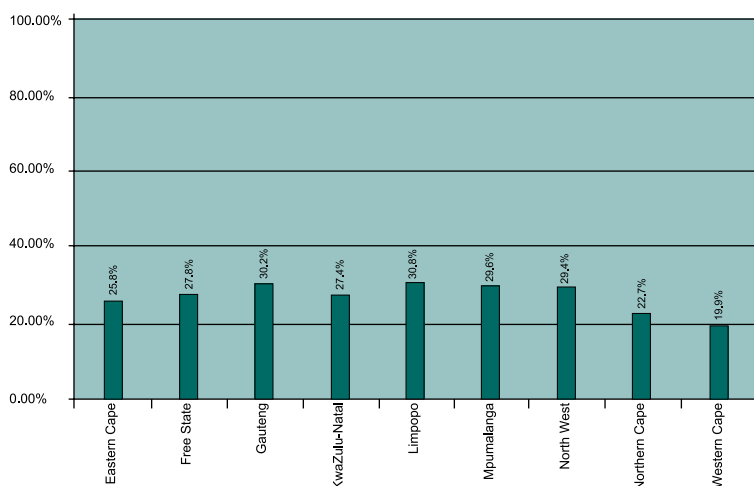
A more comprehensive review of Affirmative Action in the Public Service was completed by the PSC in 2005⁵⁵, which looked closely at the question of empowerment. At the quantitative level it was found that the targets for race at the management level were largely met. For 2005 the targeted level for female representativity at senior management level was 30%. A rate of 27% only has, however been achieved. At national department level the overall rate of female representativity at senior management level was 28,6% whilst at provincial level the rate was 26%. A breakdown

⁵⁴Republic of South Africa. Public Service Commission. *The State of Representativeness in the Public Service*. Pretoria. July 2000.

⁵⁵Republic of South Africa. Public Service Commission *An Audit of Affirmative Action in the Public Service*. Pretoria. March 2006.67

of female representation at senior management level per provincial administration is provided in **Table 6**.

Table 6: Female representativity at senior management level in all provinces



The PSC not only views gender equity in the workplace as important but also sees questions of capacity as critical for women to fulfil their roles as leaders in the Public Service. The PSC is currently conducting research on gender mainstreaming initiatives across government in order to assist in the identification of barriers that may contribute to the inequalities that women are faced with in the Public Service.

In 2002, a PSC study found that people with disabilities made up 0.25% of the total number of people appointed in the Public Service. The PSC at the time predicted that if the current pace continued, the target for ensuring a 2% representation of persons with disability in the Public Service by 2005, will not be met and called for urgent intervention by policy makers and implementers alike. Such prediction was correct as disabled people still only comprise 0.16%⁵⁶, which is far short of the target of 2%. Clearly the Public Service is failing to attract and retain disabled persons to its employment.

The 2005 review on Affirmative action found that the recruitment and selection practices applied by most national departments and provincial administrations were not specifically focused on attracting people with disabilities. There was a lack of innovation and creativity in proactively recruiting people with disabilities, with over 65% of departments across the Public Service using only generic methods of recruitment. Only 6 departments showed initiative by making contact with disability specific Civil Society organisations to distribute their vacancy lists.

It was noted that people with disabilities were particularly discriminated against due to past educational policies and employment practices that made it difficult for them to enhance their skills base. Although training opportunities are provided across the Public Service, these opportunities are often not needs based and of limited use in developing the particular skills that are required to make people with disabilities attain their true potential.

⁵⁶ Source: Vulindlela. Statistics as at end of December 2005.

The 2005 review of Affirmative Action, however, also found that most departments had incorporated issues of reasonable accommodation into their plans. Some of the means through which the Public Service tries to improve working conditions relates to the elimination of physical and infrastructural barriers, and the provision of assistive devices or equipment for people with disabilities.

It should be pointed out that increasing the representativeness of people with disabilities in the Public Service, albeit important, is not an end in itself.

It must be accompanied by genuine efforts to empower them to add value. It is also about giving effect to some of the constitutional ideals. If we talk about South African society as being one that promotes diversity, embraces differences, and that is also caring and nurturing, it is important that such values are reflected in the workplace. Having people with disabilities within the Public Service indicates this commitment.

According to the 2005 review of Affirmative Action most national and provincial departments do conduct orientation and induction programmes for new recruits and designated groups, but many still implement generic strategies rather than ones customised to department specific requirements. This situation is unsatisfactory. Through these programmes new employees should grow in their field, build and share experience and provide a loyalty and commitment. The Public Service works in diverse situations across the country, and needs to engender both a collective and area specific loyalty.

It appears that the full ambit of meeting affirmative action targets, whilst simultaneously promoting high quality personnel management is not being properly addressed. A department that simply complies with meeting its numerical targets whilst not focusing attention on empowerment falls short of unlocking the full potential of its employees.

Capacity considerations for the challenges ahead

In order for the Public Service to realise its full potential, it must comprehensively address the question of representativity. An unbalanced focus on the components of this principle could result in a skewed representativity model for the South African Public Service emerging. This would fail to convey the ethos that is intended to redress the employment profile that has been inherited and promote the diversity of the country. It is for this reason that representativity must be carefully monitored to ensure that all of the targets are met.

Increasing the representativity of women in Government and changing the traditional roles that they have occupied should be accorded the highest priority. The culture of male dominance at especially management levels must be addressed through processes that not only focuses on equity targets but also empowers women. Gender mainstreaming must therefore be applied to its fullest extent. Through such an approach women will be capacitated to compete for management positions and be able to bolster the competence and ability of public service leadership.

In dealing with disability equity there may be a need for a change in strategy, with a collective of appropriate persons and organisations brought together to assess why current strategies are not working. A concerted effort must be made to attract and retain persons of disability to the Public Service. Without any doubt this is an area

where an untapped skills base exists that could improve public service capacity if actively pursued.

It will be necessary for the Public Service to augment its current recruitment practices, which tends to focus only on interviews as a determiner for employment. The use of more objective, competence-based testing could help to improve the quality of decision-making around employment. It is suggested that this practice becomes mandatory for employment in the Public Service. Not only will it raise the level for employment in the Public Service, and that attracts the most competent persons, it will also help to dispel some of the negative perceptions that currently prevail around appointments being nepotistic. The appointment of competent persons will ensure that the skills base of the Public Service is improved impacting positively on its capacity to deliver on its mandate.

Visionary leadership and sound management are required to meet the ideals of this principle. Equity has for long been seen by the pessimists and uninformed as a hindrance to improved service delivery. The effects of achieving equity will through effective management, improve capacity and service delivery.

Conclusion

Building a Capable South African Public Service: Prospects and Challenges

This edition of the State of the Public Service Report has provided an overview of the capacity of the South African Public Service within the context of the nine Constitutional values and principles of public administration. While recognizing the multi-faceted nature of capacity, this report has underscored the importance of human resources, and their effective management and development as being central to building a capable Public Service.

From the oversight findings and observations made in this report, it is clear that the Public Service has continued to bolster its capacity to deliver, and has in the process accomplished a lot to be proud of. The way the Public Service has responded to the challenges of addressing the malady of corruption is commendable, as are the frameworks that have been put in place to promote transparency, accountability, and probity in financial management.

Similarly, progress made in advancing racial representativity in the Public Service and prioritizing resource allocation in favour of social spending for the poor, are remarkable achievements. Collectively, these represent important accomplishments on the part of the Public Service to transform itself into a capable institution that delivers on the priorities of government.

Notwithstanding these achievements, this edition points to a number of capacity challenges that still exist. The capacity to drive poverty reduction programmes in an integrated and sustainable manner is a case in point. Effective management of poverty reduction programmes is a fundamental imperative, as poverty reduction is the defining feature of a development oriented Public Service.

The capacity to manage and develop human resources in an effective manner also requires attention. The Public Service needs to rest on a robust base of skilled and motivated public servants. Careful attention thus needs to be paid to the human resource management value chain to improve the range of activities including, among others, recruitment and selection, human resource planning, conditions of service, performance management and labour relations, human resource development, and retention strategies.

Undeniably, broad-based partnerships and social compacts are critical to broadening capacity. The Public Service has not been as effective in the facilitation of public participation in its policy development and service delivery programmes.

The report does acknowledge that the Public Service has been able to make some inroads in dealing with these challenges, but more needs to be done to ensure that higher levels of efficiency and effectiveness are advanced.

Looking ahead

The report underscores that the Constitutional values and principles of public administration provide a useful framework through which capacity can be driven. Ultimately, the building of capacity comes through interventions that adopt a long term perspective, and often involves hard choices and decisions. These would be choices about the skills and systems to invest in, and the best ways to go about such investment. It is also about how to promote and sustain a positive workplace culture guided by the values of professionalism and the spirit to serve. All this work would need to be supported by solid monitoring and evaluation processes that generate credible information to guide decision-making and facilitate learning.

Some of these issues have been raised, perhaps with different emphasis, in previous editions of the State of the Public Service Report. Such resonance shows that sustaining a transformation programme, such as the one the South African Public Service has embarked on, takes time. As the custodian of good governance, the PSC will continue to support this process by generating evidence that enables Parliament to exercise its oversight role, and by advising the Executive on good administrative practice.

(Source: Department of Public Service and Administration)

Table on Headcount per Salary Notch Level for the Public Service as at 28 February 2006

PROVINCE	DEPARTMENT	SALARY NOTCH LEVEL																GRAND TOTAL
		01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	
EASTERN CAPE	SOCIAL DEVELOPMENT	190	1,132	177	129	220	524	278	208	48	31	47	19	4	1	1	1	3,008
EASTERN CAPE	PUBLIC WORKS	882	62	130	123	166	288	254	34	50	22	27	13	1	1	1	1	2,053
EASTERN CAPE	EDUCATION	71	4,706	624	1,576	1,557	15,900	30,226	9,916	6,030	1,707	314	88	57	13	2	1	72,788
EASTERN CAPE	HSNG.LOC GOV & TRAD	291	127	59	64	107	90	199	6	47	17	21	12	3	1	1	1	1,044
EASTERN CAPE	AGRICULTURE	20	688	51	481	195	632	221	649	184	65	83	28	17	5	1	1	3,320
EASTERN CAPE	ECON AFF.ENV & TRSM	386	150	51	27	23	89	66	24	15	15	15	6	12	3	2	1	869
EASTERN CAPE	ROADS & TRANSPORT	2	1,567	108	274	313	216	445	177	64	66	21	23	20	4	1	1	3,301
EASTERN CAPE	PROVINCIAL TREASURY	25	8	8	5	38	88	21	38	15	28	14	18	6	1	1	1	313
EASTERN CAPE	SPRINTRECART & CULT	101	26	95	31	48	91	203	83	115	47	11	17	4	1	1	1	873
EASTERN CAPE	SAFETY & LIAISON	2	1	2	4	1	3	4	2	6	2	5	4	1	1	1	1	37
EASTERN CAPE Total		93	8,838	2,289	2,853	2,448	17,351	32,065	11,767	6,673	2,134	580	270	189	44	9	4	87,607
FREE STATE	GOVERNMENT GARAGE	17	15	14	8	12	7	7	1	1	1	1	1	1	1	1	1	82
FREE STATE	MEDPAS TRADING ACCOUNT	35	6	7	3	12	6	2	2	2	2	1	1	1	1	1	1	76
FREE STATE	PREMIER	3	44	25	16	12	29	19	33	21	16	18	11	16	4	1	2	270
FREE STATE	TOURISM.ENV & ECON	53	283	25	59	22	56	47	63	26	12	18	7	9	2	1	1	694
FREE STATE	PROVINCIAL TREASURY		3	4	1	45	44	66	42	14	19	16	11	4	1	1	1	270
FREE STATE	HEALTH	152	3,407	1,111	2,000	1,872	2,366	1,285	2,411	420	310	263	150	71	35	3	1	15,866
FREE STATE	EDUCATION	232	2,419	1,356	713	891	5,812	9,917	4,903	2,093	859	142	56	25	5	2	1	29,426
FREE STATE	SOCIAL DEVELOPMENT	1	303	375	169	182	215	267	90	103	39	21	12	13	4	1	1	1,794
FREE STATE	LOC GOV & HOUSING	11	25	17	15	55	43	49	17	30	22	9	11	17	13	4	1	312
FREE STATE	PUB WORKS.RDS & TSPT	11	2,553	211	554	259	350	312	176	42	31	11	17	13	4	1	1	4,545
FREE STATE	PUB SAFETY,SEC & LIA	4	5	3	12	9	8	7	4	13	10	6	7	5	1	1	1	95
FREE STATE	AGRICULTURE	35	504	51	125	55	128	103	85	45	25	20	14	12	5	1	1	1,208
FREE STATE	SPRTARTS.CULT.S & T	22	73	36	44	59	47	41	49	36	14	7	8	6	3	1	1	446
FREE STATE Total		513	9,664	3,242	3,734	3,388	9,135	12,098	7,938	2,860	1,363	549	307	192	73	10	8	55,074
GAUTENG	G.G TRANSPORT	54	15	17	10	23	21	4	2	1	2	2	1	1	1	1	1	151
GAUTENG	GAUTENG.MEDSAS	42	18	11	12	12	11	9	6	4	2	2	1	1	1	1	1	127
GAUTENG	OFF OF THE PREMIER	10	7	4	5	19	25	23	15	11	16	16	19	15	7	1	1	178
GAUTENG	FINANCE & ECON AFF	1	10	10	29	22	33	24	26	21	14	19	30	10	4	2	2	255
GAUTENG	HEALTH	661	9,176	5,798	2,674	4,270	5,548	2,300	4,448	1,338	595	1,014	359	174	76	4	1	38,436
GAUTENG	EDUCATION	3,333	5,115	2,278	909	818	9,418	19,953	12,584	4,727	2,033	287	94	24	9	3	1	61,586
GAUTENG	SOCIAL DEVELOPMENT	36	274	63	132	512	620	342	176	220	32	40	25	18	7	1	1	2,489
GAUTENG	HOUSING	12	85	113	51	59	119	78	88	42	39	13	33	28	7	2	1	770
GAUTENG	LOCAL GOVERNMENT	35	13	11	7	226	24	13	16	9	11	13	4	1	1	1	1	397
GAUTENG	PUB TRSPT.RDS & WRKS	66	1,482	188	245	171	203	285	165	83	45	38	43	30	10	4	1	3,059
GAUTENG	COMMUNITY SAFETY	19	37	48	8	324	29	69	117	52	17	16	6	10	3	1	1	757
GAUTENG	AGR. CONSERV & ENVIR	53	117	39	29	5	68	114	113	72	57	38	17	17	11	2	2	752
GAUTENG	SPORT.REC.ARTS & CUL	5	48	12	6	5	58	30	40	27	7	14	6	8	4	1	1	270
GAUTENG	SHARED SERVICE CENTR	2	5	14	73	370	125	152	120	174	47	74	53	13	15	1	1	1,238
GAUTENG	JOHANNESBURG HOSPITAL	7	835	309	242	303	499	289	394	232	52	124	38	28	13	1	1	3,365
GAUTENG Total		4,193	17,312	8,916	4,363	6,603	17,234	23,699	18,350	6,975	3,104	1,674	745	449	174	36	13	113,840

PROVINCE	DEPARTMENT	SALARY NOTCH LEVEL																GRAND TOTAL
		01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	
KZN	OFF OF THE PREMIER		30	23	27	10	32	43	20	27	7	27	11	29	12	4	4	306
KZN	AGR & ENV AFFAIRS	138	1,145	351	442	128	264	324	606	99	129	81	23	24	6	4		3,764
KZN	ECONOMIC DEVELOPM			1	7	2	17	11	18	11	7	6	25	11	4			120
KZN	EDUCATION	768	3,140	3,579	5,151	939	20,079	26,557	16,905	7,026	2,435	205	158	56	9	4	1	87,012
KZN	PROVINCIAL TREASURY		2	4	3	13	46	27	63	13	24	22	15	20	13	5	2	260
KZN	HEALTH	1,479	9,862	8,171	10,100	4,335	8,239	3,641	5,515	1,462	842	745	334	154	25	3	1	54,908
KZN	HOUSING	4	303	42	34	41	120	200	89	39	6	15	20	11	2	1		927
KZN	COM SAF & LIAISON	1		5	1	2	9	2	1	5	3	22	2	10	1	1		65
KZN	TRAD & LOC GOV AFF	2	224	45	50	67	186	177	105	48	33	33	17	26	8	2	1	1,024
KZN	TRANSPORT	42	1,447	448	450	377	357	397	265	117	21	65	27	25	2	2	1	4,043
KZN	SOC WELL & POP DEV	102	375	767	162	202	463	551	297	129	81	35	28	23	7	1		3,223
KZN	WORKS	157	1,048	153	90	136	210	243	88	38	42	20	26	16	2	2		2,271
KZN	ARTS,CULT & TOURISM	10	45	8	72	18	47	55	49	13	11	15	15	16	4	1		379
KZN	SPORT & RECREATION		3		11	10	8	68	6	16	2	3	13	6	2	1		149
KZN Total		2,703	17,624	13,597	16,600	6,280	30,077	32,296	24,027	9,043	3,643	1,294	714	427	89	28	9	158,451
LIMPOPO	OFF OF THE PREMIER	29	37	6	19	225	44	44	149	86	23	48	20	35	12	7	1	785
LIMPOPO	EDUCATION	124	2,152	756	234	413	16,200	30,009	8,092	4,648	1,534	232	35	24	6	3	1	64,463
LIMPOPO	AGRICULTURE	390	2,599	202	192	180	134	250	850	87	60	57	47	26	4	1		5,079
LIMPOPO	PROVINCIAL TREASURY	21	24	7	8	5	6	28	57	46	81	38	15	18	4	4	1	363
LIMPOPO	ECON DEV, ENV & TRSM	283	743	191	56	12	71	109	126	57	49	50	12	29	4	2		1,794
LIMPOPO	HEALTH	1,205	6,305	4,650	2,521	2,224	4,556	2,041	3,254	878	203	274	205	61	14	1		28,392
LIMPOPO	TRANSPORT	370	2,249	243	383	384	239	530	319	77	49	44	32	24	6	2		4,951
LIMPOPO	PUBLIC WORKS	28	1,796	100	267	193	182	437	163	82	58	25	44	19	11	1		3,406
LIMPOPO	SAFETY, SEC & LIAISON	2	4	3	3	2	5	9	9	9	2	6	3	3				52
LIMPOPO	LOC GOV & HOUSING	74	544	64	11	32	56	92	121	37	74	50	26	10	7	1	1	1,200
LIMPOPO	SOCIAL ASSISTANCE	2	21	503	45	16	50	90	92	26		9	2	3	1			860
LIMPOPO	WELFARE	31	120	128	12	24	168	279	141	106	13	12	11	4	1	1		1,051
LIMPOPO	SPORT,ARTS & CULTURE	3	49	9	4	5	36	44	34	17	6	26	9	10	1			253
LIMPOPO Total		2,562	16,643	6,862	3,755	3,715	21,742	33,958	13,407	6,156	2,152	871	461	266	71	24	4	112,649
MPUMALANGA	OFF OF THE PREMIER	4	18	11	3	21	11	43	23	40	9	35	8	22	6	3	1	258
MPUMALANGA	FINANCE		16	13	7	9	18	37	21	46	11	33	7	13	3	1		235
MPUMALANGA	LOC GOV & HOUSING	1	36	82	6	17	27	97	51	59	9	33	11	14	3	1		447
MPUMALANGA	AGRIC & LAND ADMIN	26	826	147	122	59	137	138	212	113	72	51	14	15	6	1		1,939
MPUMALANGA	ECON DEV & PLANNING		13	3	2	4	10	37	19	24	3	14	3	8	1	1		142
MPUMALANGA	EDUCATION	2,156	1,537	2,250	498	480	7,323	11,786	4,756	2,434	878	123	39	19	3		1	34,283
MPUMALANGA	PUBLIC WORKS		611	95	78	140	75	109	56	53	14	18	11	15	2	1		1,278
MPUMALANGA	SAFETY & SECURITY		3	19	8	2	8	32	7	17	5	9	4	4	1	1		120
MPUMALANGA	HEALTH & SOC SERVICE	905	2,389	2,747	1,855	975	2,154	945	1,321	482	138	159	97	26	3	1		14,197
MPUMALANGA	SOCIAL ASSISTANCE		11	184	15	14	30	57	17	17	3	5	1	1				355
MPUMALANGA	SOCIAL SERVICES	23	37	56	14	5	101	136	45	53	23	17	2	7	1			520
MPUMALANGA	ROADS & TRANSPORT	5	1,616	354	96	319	143	165	177	120	21	25	8	21	4	1		3,075
MPUMALANGA	CULT, SPORT & REC		71	35	6	4	31	37	20	24	12	12	6	6	1			265
MPUMALANGA Total		3,120	7,184	5,996	2,710	2,049	10,068	13,619	6,725	3,482	1,198	534	211	171	34	11	2	57,114

PROVINCE	DEPARTMENT	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	GRAND TOTAL	
NAT.DEPTS.	CIPRO			3	12	176	49	57	31	17	11	7	14	6			383		
NAT.DEPTS.	DEEDS REG. TRAD. ACCOUNT	22	82	154	88	49	131	135	79	41	50	38	22	13	1		905		
NAT.DEPTS.	DEFENCE	7,079	7,912	10,893	7,768	10,118	11,203	7,612	5,671	4,851	1,846	708	696	426	1	1	76,785		
NAT.DEPTS.	GOVERNMENT PRINTING WORKS	74	106	100	106	40	45	66	20	5	7	2	1	2			575		
NAT.DEPTS.	NATIONAL PROSECUTING AUTHORITY	5	25	399	30	38	159	1,360	135	376	886	504	12	96	92	3	22	4,142	
NAT.DEPTS.	NAT. TREAS. (PENSI-ADMIN.)	3	47	132	78	56	65	77	60	14	20	4	5	9	3	2	1	576	
NAT.DEPTS.	NAT. YOUTH COM.-OFF OF THE PRES.	2	2	5	5	1	3	4	4	4	5	2	3	3	1		44		
NAT.DEPTS.	SOUTH-AFRICAN POLICE SERVICE	10,562	2,195	23,738	19,166	10,370	15,991	53,585	12,378	3,955	1,131	1,245	414	504	121	27	1	155,373	
NAT.DEPTS.	THE PRESIDENCY	67	107	106	8	60	51	21	23	18	34	13	28	11	12	4	428		
NAT.DEPTS.	FOREIGN AFFAIRS	47	157	106	41	50	44	321	151	369	184	178	136	151	52	13	1	2,001	
NAT.DEPTS.	HOME AFFAIRS	415	497	1,591	828	640	1,368	674	591	152	47	66	43	46	9	5	1	6,973	
NAT.DEPTS.	PROVINCIAL & LOCAL GOV	21	7	22	65	10	26	31	43	8	67	8	59	36	5	2	410		
NAT.DEPTS.	PUBLIC WORKS	75	2,286	145	269	92	331	434	300	169	296	69	206	81	25	7	2	4,787	
NAT.DEPTS.	GOV COMM & INFO SYSTEMS	10	25	14	10	6	48	97	41	59	13	39	13	19	7	3	1	405	
NAT.DEPTS.	NATIONAL TREASURY	1	18	8	28	91	44	70	62	49	88	81	95	52	21	1	709		
NAT.DEPTS.	PUBLIC ENTERPRISES			7	4		31	10	5	3	16	7	21	14	4	2	124		
NAT.DEPTS.	PUB SERVICE & ADMIN	8	3	21	19	34	26	13	28	18	45	19	46	17	2	2	301		
NAT.DEPTS.	PUBLIC SERVICE COMMISS	1	2	8	18	12	19	19	13	12	13	27	15	27	6	14	3	209	
NAT.DEPTS.	SOUTH AFR MAN & DEV INS	2	5	5	15	7	27	9	20	9	17	7	13	4	2	1	143		
NAT.DEPTS.	STATISTICS SOUTH AFRICA	12	198	626	566	291	184	287	45	56	82	81	21	4	1	2,454			
NAT.DEPTS.	ART & CULTURE	6	46	29	19	27	61	43	33	63	8	57	14	23	12	3	1	445	
NAT.DEPTS.	EDUCATION	67	73	77	47	33	56	76	50	65	55	46	87	48	22	7	1	810	
NAT.DEPTS.	HEALTH	36	117	122	70	57	132	124	119	152	99	86	43	58	12	5	3	1,235	
NAT.DEPTS.	LABOUR	78	279	82	133	3,300	857	642	1,095	381	91	111	57	54	13	4	1	7,178	
NAT.DEPTS.	SOCIAL DEVELOPMENT	22	10	26	15	72	34	47	68	46	73	36	40	13	5	2	509		
NAT.DEPTS.	SPORT & RECREATION SA	2	5	20	5	9	13	9	12	11	8	8	7	1	1	2	113		
NAT.DEPTS.	CORRECTIONAL SERVICES	2	7	3,986	167	7,398	8,017	11,534	2,482	514	454	256	116	131	25	9	1	35,099	
NAT.DEPTS.	INDENTENT COMPL DIR			29	26	1	46	18	21	3	16	4	6	3			173		
NAT.DEPTS.	JUSTICE & CONST DEVELOP	1,062	884	1,982	1,839	1,380	2,032	1,777	573	387	196	385	1,892	139	39	258	2	14,827	
NAT.DEPTS.	AGRICULTURE	23	733	159	108	96	375	224	329	205	89	102	48	35	4	4	1	2,535	
NAT.DEPTS.	COMMUNICATIONS	1	2	6	29	31	40	50	51	9	39	22	44	17	2	1	344		
NAT.DEPTS.	ENV AFFAIRS & TOURISM	4	125	36	66	44	196	175	104	112	76	76	52	52	22	7	3	1,150	
NAT.DEPTS.	HOUSING	1	13	17	28	11	21	57	29	39	22	36	14	21	10	4	1	324	
NAT.DEPTS.	LAND AFFAIRS	22	108	132	141	162	251	430	388	194	200	101	83	36	24	3	1	2,276	
NAT.DEPTS.	MINERALS & ENERGY	40	33	126	40	79	102	60	68	90	189	90	55	17	6	1	996		
NAT.DEPTS.	SCIENCE & TECHNOLOGY	5	5	5	9	23	21	17	26	5	54	7	34	14	4	3	232		
NAT.DEPTS.	TRADE & INDUSTRY	3	24	9	7	25	37	110	66	29	120	107	99	101	29	6	1	772	
NAT.DEPTS.	TRANSPORT		15	12	10	44	39	43	59	13	50	26	42	21	5	1	380		
NAT.DEPTS.	WATER AFFAIRS & FORESTRY	19	3,389	367	426	274	622	433	385	198	265	122	111	96	18	6	1	6,732	
NAT.DEPTS.	WATER AFFAIRS & FORESTRY TRAD.	51	4,690	1,528	769	396	491	441	169	70	78	34	34	8			8,759		
NAT.DEPTS.Total		19,662	23,990	45,939	32,792	35,750	43,631	81,298	25,878	13,206	6,589	5,160	4,640	2,756	789	465	71	342,616	
NORTH WEST	AGRIC. CONSERV. ENVIR. & TOURISM	47	534	121	150	127	240	271	197	107	78	32	25	17	5	1	1,952		
NORTH WEST	DEPARTMENT OF FINANCE		30	26	13	24	81	95	63	50	11	30	12	16	3	2	1	457	
NORTH WEST	DEVELOP. LOC. GOV. & HOUSING	106	15	17	26	44	34	85	19	7	25	6	15	4	1		404		
NORTH WEST	ECON. DEV. & TOURISM		9	3	9	5	14	13	25	8	8	10	4	6	3	1	118		
NORTH WEST	EDUCATION	10	1,976	479	1,286	808	7,546	14,498	5,677	2,890	821	103	90	28	9	1	1	36,223	
NORTH WEST	HEALTH	431	3,715	2,669	1,793	1,958	2,295	1,279	2,170	416	155	188	85	48	4	1	1	17,207	
NORTH WEST	OFFICE OF THE PREMIER	1	69	28	37	68	71	21	85	54	8	36	14	26	5	2	1	526	
NORTH WEST	PUBLIC WORKS	12	960	78	129	114	250	232	111	77	9	25	6	13	1	2	1	2,020	
NORTH WEST	SOCIAL DEVELOPMENT	23	173	497	53	80	135	225	123	103	26	47	5	11	2	1	1	1,504	
NORTH WEST	SPORT ARTS AND CULTURE	39	130	15	32	29	41	28	54	44	7	14	1	8	1	2	1	445	
NORTH WEST	TRANS. ROADS & COM. SAFETY	6	1,618	136	375	245	318	401	212	89	39	36	14	20	5	1	1	3,515	
NORTH WEST TOTAL		569	9,320	4,067	3,894	3,484	11,035	17,097	8,802	3,857	1,169	546	262	208	42	15	4	64,371	

PROVINCE	DEPARTMENT	SALARY NOTCH LEVEL																GRAND TOTAL
		01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	
NORTHERN CAPE	OFF OF THE PREMIER		3	24	25	6	20	36	12	21	6	15	5	12	4	1	1	191
NORTHERN CAPE	SAFETY & LIAISON	1	8	7	9	62	8	52	19	18	4	9	1	5		1		204
NORTHERN CAPE	EDUCATION	31	5	147	1,717	328	1,326	2,720	1,932	708	241	52	21	12	1	1		9,242
NORTHERN CAPE	TRSP.T. RSD & PUB WKS	2	143	28	52	15	26	47	45	13	5	12	8	8	2	1		407
NORTHERN CAPE	ECONOMIC AFFAIRS		4	7	4	9	5	18	5	13	3	8	2	6	3	1		88
NORTHERN CAPE	SPORT,ARTS & CULTURE	11	26	15	15	4	27	20	10	16	5	9		3	1			162
NORTHERN CAPE	FINANCE		7	13	6	2	6	32	13	11	12	5	12	3		1		123
NORTHERN CAPE	HOUSING & LOC GOV		38	9	24	21	191	71	37	31	9	18	3	8	3	2		465
NORTHERN CAPE	HEALTH	215	809	421	503	564	730	360	714	134	101	64	40	25	2	1		4,683
NORTHERN CAPE	SOC SERV & POP DEV	1	47	73	66	58	85	80	31	75	27	15	5	3		1		567
NORTHERN CAPE	SOCIAL ASSISTANCE		29	115	18	3	16	20	3	4		1		1				210
NORTHERN CAPE	AGRIC & LAND REFORM	16	94	41	15	11	43	18	33	25	14	17	6	3	2	1		339
NORTHERN CAPE	TOURISM,ENV & CONSER		24	16	11	2	9	21	20	5	7	9	4	5		1		134
NORTHERN CAPE Total		277	1,237	916	2,465	1,085	2,492	3,495	2,874	1,074	434	234	107	94	18	12	1	16,815
WESTERN CAPE	PREMIER		16	9	44	20	29	53	60	120	92	42	61	21	9	4	1	581
WESTERN CAPE	PROVINCIAL TREASURY	1	2		5	27	10	18	17	56	21	27	8	14	4	1		211
WESTERN CAPE	COMMUNITY SAFETY	11	54	46	49	284	60	82	84	47	8	16	4	11	5			761
WESTERN CAPE	EDUCATION	1,141	2,546	1,873	992	483	5,487	13,398	7,404	2,937	1,083	226	52	30	7	3	1	37,663
WESTERN CAPE	HEALTH	713	3,669	1,639	2,593	3,745	4,267	1,823	3,270	652	1,215	500	345	83	14	2	1	24,531
WESTERN CAPE	SOC SERV & POP ALLEV	11	83	201	123	97	303	211	139	211	24	17	28	8	3		1	1,460
WESTERN CAPE	SOCIAL ASSISTANCE		3	363	77	17	96	42	11	2	2	2		1				616
WESTERN CAPE	LOCAL GOV & HOUSING		12	3	69	150	67	59	53	42	15	60	17	16	5		1	569
WESTERN CAPE	ENV,AF& & DEV PLAN		5	1	45	9	10	51	31	57	20	12	15	7	3	1		267
WESTERN CAPE	TRANSPORT & PUB WRKS	31	498	26	252	82	121	125	138	89	40	32	42	19	6	2	1	1,504
WESTERN CAPE	AGRICULTURE	7	238	67	112	48	48	25	123	75	27	52	18	6	3			849
WESTERN CAPE	ECONOMIC DEVELOPMENT		2	2	36	7	6	19	23	24	6	10	17	4	2	2		160
WESTERN CAPE	CULT AFF & SPORT	11	119	20	79	18	83	66	80	23	7	10	5	5	1			527
WESTERN CAPE Total		1,926	7,247	4,250	4,476	4,987	10,587	15,972	11,433	4,335	2,560	1,006	612	225	62	14	7	69,699
GRAND TOTAL		35,618	119,059	96,074	77,642	69,789	173,352	265,597	131,201	57,661	24,346	12,448	8,329	4,977	1,396	624	123	1,078,236

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