PSC

PUBLIC SERVICE COMMISSION

Custodian of Good Governance

2010

State of the Public Service Report

Integration, Coordination and Effective Public Service Delivery

Vision

The Public Service Commission is an independent and impartial body created by the Constitution, 1996, to enhance excellence in governance within the Public Service by promoting a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient, effective, corruption-free and responsive to the needs of the people of South Africa.

Mission

The Public Service Commission aims to promote the constitutionally enshrined democratic principles and values of the Public Service by investigating, monitoring, evaluating, communicating and reporting on public administration. Through research processes, it will ensure the promotion of excellence in governance and the delivery of affordable and sustainable quality services.

STATE OF THE PUBLIC SERVICE REPORT 2010

INTEGRATION, COORDINATION AND EFFECTIVE PUBLIC SERVICE DELIVERY

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FOREWORD

It is with pride that I present this ninth edition of the State of the Public Service Report. The PSC is required by section 196(4)(e) of the Constitution to provide an evaluation of the extent to which the values and principles in section 195 are complied with. The theme of this year's report, namely *Integration, Coordination and Effective Public Service Delivery*, is quite pertinent now that government has introduced a new outcomes approach that emphasises working jointly to achieve outcomes and the continuous assessment of the impact of our work on the lives of citizens.
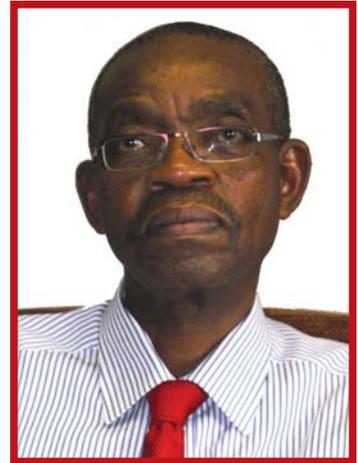
We believe that our analysis gives a useful perspective on the subject of coordination and integration. It is clear that coordination and integration cannot be achieved simply by sitting in meetings. It requires a whole new approach to planning, process design, the quality of information and citizen participation, among others. The linking of our analysis to the nine values and principles governing public administration has allowed us to tease out some of the key requirements for effective coordination and integration.

Our analysis relies on, not only our own reports, but on a wealth of other appropriate reports commissioned by various departments and bodies in South Africa. In this regard South Africa is certainly rich in information and insights and this in itself also facilitates coordination.

The PSC is well aware of the fact that any discussion on integrated and coordinated service delivery would be incomplete if it does not include an assessment of the local government sphere. While this report does include certain aspects of the performance of local government, the PSC's oversight work has primarily focused on national and provincial departments, a matter which we hope to address in future if resources permit.

We conclude in this report that the demands of a coordinated and integrated public administration are significant, and that there are areas that need to be addressed if our Public Service is to rise to the challenge of effective coordination. This Report provides pointers to where efforts to achieve such a Public Service should be directed, and we hope that it will at least deepen the debate.

Dr. R. R. Mgijima
Chairperson: Public Service Commission

ACRONYMS

Acronym		Definition/Description
ACCC	:	Anti-Corruption Coordinating Committee
A-G	:	Auditor-General
AR	:	Annual Report
CDWs	:	Community Development Workers
CIPRO	:	Companies and Intellectual Property Registration Office
CSOs	:	Civil Society Organisations
DPSA	:	Department of Public Service and Administration
EPWP	:	Expanded Public Works Programme
FOSAD	:	Forum for South African Directors-General
HoDs	:	Heads of Department
HRD	:	Human Resource Development
IDPs	:	Integrated Development Plans
IFMS	:	Integrated Financial Management System
MEC	:	Member of the Executive Council
MIG	:	Municipal Infrastructure Grant
NACF	:	National Anti-Corruption Forum
NAP	:	National Anti-Corruption Programme
PAs	:	Performance Agreements
PAIA	:	Promotion of Access to Information Act
PAJA	:	Promotion of Administrative Justice Act
PGDS	:	Provincial Growth and Development Strategies
PIs	:	Performance Indicators
PoA	:	Programme of Action
PSC	:	Public Service Commission
SIU	:	Special Investigations Unit
SMS	:	Senior Management Service
SP	:	Strategic Plan
System	:	Public Service Commission's Monitoring and Evaluation System

Introduction:
Integration, Coordination and Effective Public Service Delivery

Since 2001, the Public Service Commission (PSC) has annually published a *State of the Public Service* report. This is the ninth edition of the report. The PSC is required by section 196(4)(e) of the Constitution to provide an evaluation of the extent to which the nine values and principles governing public administration in section 195 have been complied with. The PSC has, therefore, decided to structure the State of the Public Service report according to the nine values.

The theme of this year's State of the Public Service Report is "*Integration, Coordination and Effective Public Service Delivery*". The importance of integration and coordination as a critical requirement for effective service delivery has been gaining more prominence in many countries across the world.[1] In this process, concepts such as 'joined-up government'[2], 'collaborative government'[3], 'co-operative governance'[4], and 'integrated public governance'[5] have been used by different countries. While some may argue that these concepts do not necessarily mean the same thing, the pressing objective they all seek to achieve is ensuring that government works across institutional boundaries to deliver services better.

At the heart of all these concepts is the recognition that the intricate (and sometimes intractable) societal problems that government deals with have multiple causes and thus need a multi-faceted and coherent approach to solve. Crime, for example, is a social problem that cannot be addressed by policing alone, no matter how efficient the police may be.[6] Schools need to play their part in this regard to promote a culture of responsible citizenship and the judicial system needs to be effective and ensure timely sentencing. In addition, prison services need to ensure that convicted members of society do indeed serve their sentences and get rehabilitated.

Another example of an intricate social problem requiring effective integration and coordination is that of poverty.[7] A sustainable approach

1 Pollit, C. The Essential Public Manager. Open University Press. United Kingdom. 2003.
2 State Services Authority. Joined Up Government: A Review of National and International Experiences. Working Paper No 1. 2007.
3 Delacourt, S and Lenihan, D G (eds). Collaborative Government: Is there a Canadian Way? New Directions No 6. Institute of Public Administration of Canada. 1999.
4 Republic of South Africa. Department of Justice and Constitutional Development. The Constitution of the Republic of South Africa, 1996. Act 108 of 1996 as amended. Second impression. Juta & Co Ltd. Cape Town. 2008.
5 Kernaghan, K. 2009. Moving Towards Integrated Public Governance: Improving Service Delivery through Community Engagement. International Review of Administrative Sciences. Vol 75 No 2, pp 239 - 254. International Institute of Administrative Sciences. Sage Publications.
6 See for instance: Steinberg J. Thin Blue. Jeppestown: Jonathan Ball Publishers. 2008.
7 Republic of South Africa. Public Service Commission. An Evaluation of Integration and Coordination in the Integrated Sustainable Rural Development Programme. 2009.

to poverty reduction requires that all the dimensions of poverty are addressed. At a policy level it requires that macro-economic policies contribute to economic growth that also leads to job creation. It also requires that abject poverty is addressed by providing a social security safety net and basic services. Policies should also seek to empower citizens, especially those who have not previously participated in the economy, by improving their access to economic opportunities. This requires complementary and effective action by different government departments and agencies.

Government is, however, generally not organised in a manner that brings together all components that are necessary for addressing a given societal priority, but is instead organised along functional lines. What is more, sometimes the same function is split across spheres of government and between government departments and autonomous government entities. An example is the housing process where the overall policy and norms and standards are developed by the national department, projects and subsidy financing are approved by provincial departments, and the practical delivery steps (including the acquisition of land, town planning, township establishment, provision of infrastructure and the building of houses) are the responsibility of municipalities.[8]

Although legislation (such as the Intergovernmental Relations Framework Act[9]) as well as statutory structures to facilitate cooperative governance have since been put in place, there needs to be ongoing reflection on the extent to which all these translate into effective service delivery. There is ample evidence to suggest that in many countries inter-governmental cooperation in the delivery of public services is often fraught with challenges and tends to be slow with some even arguing that it is "…possibly more aspirational than real".[10]

South Africa has now embarked on a path to promote outcomes-driven public administration[11] and this approach inherently requires more coordination and collaboration around the achievement of defined outcomes. Outcomes tend to be long-term in nature and they often depend on the actions of multiple actors.[12] As more actors

8   Republic of South Africa. Department of Human Settlements. National Housing Code. 2009.
9   Republic of South Africa. Intergovernmental Relations Framework Act, 2005 (Act 13 of 2005).
10 Goodship. J. 1999. Regulating Collaborative Government: Towards Joined-Up Government? Public Policy and Administration, Vol. 14, No 2, 3-16. 1999.
11 Republic of South Africa. The Presidency. Improving Government Performance: Our Approach. 2009.
12 Perrin, B. Moving from Outputs to Outcomes: Practical Advice from Governments around the World. IBM Center for the Business of Government. 2006.

become involved in the achievement of an outcome, it can be expected that the challenges associated with 'joined-up' government will also rear their head. This should, however, not discourage government from continuing with what is otherwise a bold initiative. Rather, of importance is to appreciate that this process may not be perfect the first time around (as the experiences from other countries have shown[13]), and to build on the capacity of the Public Service to adopt this new approach.

As President J. G. Zuma has observed, "the last fifteen years have exposed serious gaps in intergovernmental coordination. Too often we have observed different spheres of government acting in a manner that is sometimes contradictory".[14] This is a challenge that is not limited to vertical inter-sphere coordination but it affects horizontal 'within-sphere' coordination as well. It is, therefore, opportune to take stock and establish which strengths the country can leverage and which gaps need to be addressed in the areas of integration and coordination.

As in its previous editions of the State of the Public Service Report, the PSC has organised its assessment according to the values and principles of public administration contained in section 195 of the Constitution. The rest of this Report, therefore, uses the values and principles as a framework to assess the progress made with coordination and integration in South Africa and what needs to be done to improve the level of coordination and integration.

13 Ibid.
14 Republic of South Africa. Address by the President of the Republic of South Africa, His Excellency Jacob G Zuma on the Occasion of the Budget Vote of the Presidency. National Assembly, Cape Town. 24 June 2009.

Principle 1:
A High Standard of Professional Ethics
must be Maintained

Corruption transcends institutional boundaries and it is, therefore, crucial for different departments and sectors of society to collaborate to fight it. Structures have been established to promote the coordination of anti-corruption efforts among government departments and between government, business and civil society. Though important work has been done under the auspices of these structures, coordination has not been optimal. Certain important elements of a National Integrity System are also in place but synergy between them needs improvement. This is because weaknesses in one part of the system affect the system as a whole and opportunistic and unethical behaviour flourishes in systems which are unintegrated and uncoordinated.

Introduction

The building of a professional and ethical Public Service cannot be achieved without effective coordination and integration because of at least two reasons. Firstly, public servants do not always commit acts of corruption on their own. Instead, they tend to act in cahoots with business and other members of society. This suggests that corruption is a challenge that knows no boundaries and it should, therefore, be addressed in a coordinated manner by all sectors of society.

Secondly, there needs to be a range of coordinated and complementary processes, instruments and institutions that collectively promote and support integrity and anti-corruption in public administration. These include a Code of Conduct, Whistle Blowing legislation and legislative frameworks that promote transparency and accountability, among others. This collection of instruments and institutions has been referred to elsewhere as an 'Ethics Management System'[15], an 'Ethics Infrastructure'[16] or a 'National Integrity System.'[17] A key consideration is that on their own each of these instruments and institutions may not achieve optimal results. However, when functioning in a coordinated and integrated fashion, their impact is likely to be higher.

Coordination, Integration and an Ethical Public Service

In 2002, in an effort to achieve a coordinated approach towards anti-corruption in government, Cabinet approved the establishment of an Anti-Corruption Coordinating Committee (ACCC). The ACCC is mandated to, among others, "ensure that the fight against corruption is fully coordinated and integrated, with synergies between the elements of prevention, detection, investigation, prosecution, and monitoring, as well as synergies between the different spheres of government".[18]

15 Mbeki, T. Keynote Address: 'Fighting Corruption in South Africa', in Sangweni, S and Balia, D, Fighting Corruption: Strategies for Prevention. UNISA Press. Pretoria. 1999.
16 Washington, S. Managing Government Ethics, quoted in OECD Observer, February to March 1997.
17 Republic of South Africa. Public Service Commission. State of the Public Service Report. 2009.
18 Republic of South Africa. Department of Public Service and Administration. Anti-Corruption Coordinating Committee. (http://www.dpsa.gov.za/accc.asp).

Convened and chaired by the Department of Public Service and Administration (DPSA), the ACCC comprises representatives from 18 key departments and agencies that are regarded as playing a role in transversal anti-corruption work and there is also a representative from each province nominated by the Premiers' Offices. Some of the achievements of the ACCC include completing an audit of minimum anti-corruption capacity in departments and establishing an Anti-Corruption Learning Network in 2008 to "bring together, anti-corruption practitioners in the public sector to share knowledge, experiences, and best practices in the fight against corruption in the country".[19] A follow-up learning session was held in July 2009 to continue with the sharing of experiences.[20]

As the ACCC is also supposed to "ensure an enriched process of implementation of the Public Service Anti-Corruption Strategy",[21] a key role that it should play is to coordinate measures to build the minimum anti-corruption capacity of departments. This is a pressing priority for government which will undoubtedly require resources and close monitoring. If it is to have more impact the ACCC will, therefore, need to turn its attention to this important priority.

A notable development in the promotion of an integrated approach to anti-corruption remains the National Anti-Corruption Forum (NACF). Established in 2001, the purpose of the NACF is to -

• contribute towards the establishment of a national consensus through the coordination of sectoral strategies against corruption;
• advise Government on national initiatives to combat corruption;
• share information and best practice on sectoral anti-corruption work; and
• advise sectors on the improvement of sectoral anti-corruption strategies.

Through its biennial National Anti-Corruption Summit the NACF has been able to get all the sectors involved to agree on a common set of priorities to be addressed which would in turn be converted into

19 Republic of South Africa. Department of Public Service and Administration. Information National Anti-Corruption Forum. (http://dpsa.gov.za/ln_nacf2008.asp).
20 Republic of South Africa. Eastern Cape Provincial Government. Office of the Premier. Keynote Address by the Minister for Public Service and Administration. Honourable Masenyani Richard Baloyi. Second Anti-Corruption Hearing Network. 30 July 2009. (ad derhttp://www.info.gov.za/speeches/2009/09073112251001.htm).
21 Republic of South Africa. Department of Public Service and Administration. Anti-Corruption Coordinating Committee. (http://www.dpsa.gov.za/accc.asp).

an implementation programme - the National Anti-Corruption Programme (NAP). The effectiveness of the collaboration has, however, not achieved optimal levels as yet. Indeed, the collaboration was beset with difficulties from the start.[22] For example, although the NACF has been able to implement a number of its projects, such implementation has also often faced budget constraints, especially since the NACF has not always had its own budget and capacity. Also, it was initially and continues to be difficult to obtain the attendance and participation of all role players at the meetings of the NACF. The PSC has previously raised its concerns about this matter, sounding a warning that such apparent lack of commitment to the NACF was putting the success of an otherwise exemplary partnership at risk.[23]

It should, however, be acknowledged that the latter part of 2009 and early 2010 saw the NACF prioritising the implementation of one of the critical resolutions emanating from its third National Anti-Corruption Summit, namely, "to strengthen the NACF and undertake a review of [its] institutional arrangements…".[24] A workshop was held in April 2010 during which the sectors represented in the NACF reflected on the challenges of the NACF and considered ways to improve its functioning. While the NACF is reviewing its institutional arrangements it is also opportune for local government to start coordinating its anti-corruption activities with the other partners represented in the NACF. It can only be hoped that out of this experience the NACF can grow stronger going forward and continue to evolve into an effective coordinating mechanism for anti-corruption efforts in the country.

The evolution of the NACF shows that collaboration across sectors of society is not easy to achieve and that it takes considerable effort to get three sectors to interact meaningfully and pursue a joint programme of work.

Similar fora have been established at provincial level although convening meetings remains a challenge. For example, the PSC found that the Limpopo Anti-Corruption Forum[25] and the Western Cape Anti-Corruption Forum[26] had not been able to meet in a long time. Considering that the

22 Ramsingh, O and K. Dobie. Case Study on the South African National Anti-Corruption Forum. 2006.
23 Republic of South Africa. Public Service Commission. State of the Public Service Report. 2009.
24 Republic of South Africa. Public Service Commission. Third National Anti-Corruption Summit. Johannesburg. 3 to 5 August 2008.
25 Republic of South Africa. Public Service Commission. An Assessment of the State of Professional Ethics in the Limpopo Provincial Government. March 2009.
26 Republic of South Africa. Public Service Commission. An Assessment of the State of Professional Ethics in the Western Cape Provincial Government. 2010.

Western Cape Anti-Corruption Forum was once regarded as one of the most vibrant in the country, questions need to be asked why it was left to deteriorate into inactivity. In the Western Cape, the main reason advanced is non-attendance of members.[27] In Limpopo, the main reason advanced when the PSC enquired was the unavailability of the Member of the Executive Council (MEC) who chairs the Forum.[28] Therefore, notwithstanding their potential to facilitate and coordinate anti-corruption efforts, these types of fora are not always easy to sustain. There is, therefore, a need for commitment to this course by members of the Executive who may delegate representatives to attend and/or convene these fora for them to remain active and vibrant.

The PSC believes, however, that given its cross-sectoral nature the NACF is well-placed to champion the development of a National Integrity System in the country, which is one of the resolutions the NACF took at its third National Anti-Corruption Summit. A National Integrity System is vital to ensure that all the necessary instruments, processes and institutions are in place and are coordinated so that they can reinforce each other. For example, the PSC manages the National Anti-Corruption Hotline which is an important element of a National Integrity System. The PSC refers the cases that it receives to departments to investigate. However, referring cases to departments whilst they do not have the necessary Minimum Anti-Corruption Capacity will only result in no action being taken on those cases. Indeed, as shown in **Table 1** below, the feedback rate received by the PSC on all the cases referred to departments since 2004 stands at only 36%.[29]

Table 1: Feedback received on National Anti-Corruption Hotline Cases referred to departments

Cases	Financial year						
	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	Total
Cases referred	600	1 046	1 127	1 469	1 857	1 430	7 529
Feedback received	433	431	559	637	507	150	2 717
%	72	41	50	43	27	10	36

The above table suggests that for every 100 allegations of corruption

27 Ibid.
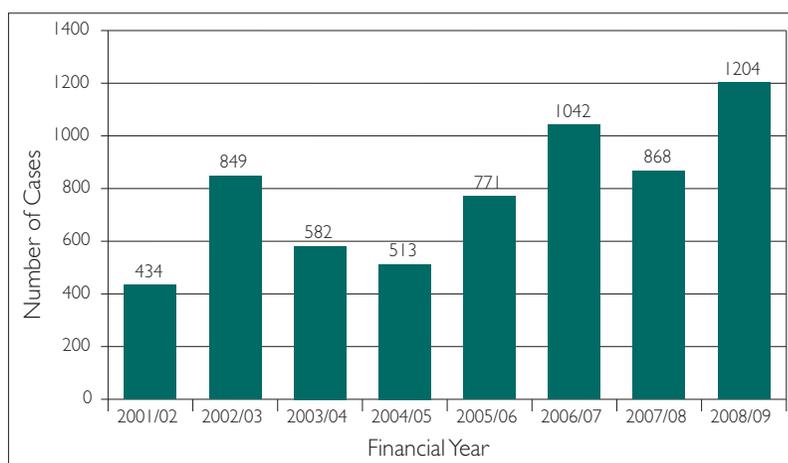28 Republic of South Africa. Public Service Commission. An Assessment of the State of Professional Ethics in the Limpopo Provincial Government. March 2009.
29 Republic of South Africa. Public Service Commission. Measuring of the Effectiveness of the National Anti-Corruption Hotline: Second Biennial Report. Numbers updated with the latest figures from the PSC's data base. December 2008.

received through the NACH and referred to departments for investigation, the PSC (and the whistleblowers) have no idea what is happening to 64 of them. Departmental capacity to follow up on these cases and investigate them is lacking. It is becoming increasingly clear that the building of such capacity in each department may take much longer, and that immediate attention should perhaps be on creating centralised capacity (in the Offices of Premiers, for example) to help fight corruption. Indeed, in the Western Cape where such centralised capacity has been created in the Office of the Premier (in addition to a unit which exists in the Department of Economic Development and Tourism), the feedback rate on cases of alleged corruption referred to the province has been an encouraging 72%.[30] Of course, the mere provision of feedback to the PSC does not necessarily suggest that allegations have been investigated and that the cases have been closed but it at least allows the PSC (and the whistleblowers) to have a sense of the progress being made.

A further area which could benefit from a coordinated approach is that of dealing with financial misconduct in departments. Finalised cases of financial misconduct are reported to the PSC as required by regulations.[31] **Figure 1** below shows the number of financial misconduct cases reported to the PSC over the last six years.[32]

Figure 1: Financial Misconduct Cases

30 Republic of South Africa. Public Service Commission. An Assessment of the State of Professional Ethics in the Western Cape Provincial Government. 2010.
31 Republic of South Africa. National Treasury. Treasury Regulations for Departments, Constitutional Institutions and Public Entities (as amended). Issued in terms of the Public Finance Management Act, 1999. April 2001.
32 Republic of South Africa. Public Service Commission. Report on Financial Misconduct for the 2007/08 Financial Year. March 2009.

A key challenge is the fact that some public servants who are implicated in acts of financial misconduct resign before disciplinary hearings can be concluded and then accept appointments in other departments. In fact, with regard to the 868 cases reported to the PSC for the 2007/08 financial year, 50 of the officials (6%) left the Public Service before disciplinary hearings could be concluded. In 2008/09, seventeen of the implicated employees resigned after charges of misconduct were leveled against them. Clearly, there is reason to be concerned given that these employees may still join other departments because they have realised that, due to operating in silos, departments do not always know about the real reasons that lead to someone resigning from another department. Through a sharing of information, it should no longer be possible for an official to join one department 'undetected' after having evaded disciplinary action in another.

What would remain an important element of a National Integrity System is the submission of financial disclosures by members of the Senior Management Service. As shown in **Table 2** below, the submission rate of the disclosure forms has ranged between 73% and 85% in the last four years.[33]

Table 2: Financial disclosures as at 30 November of financial years 2005/06 to 2008/09

National Department/ Province	Number of disclosure forms received							
	2005-2006		2006-2007		2007-2008		2008-2009	
	No. of forms received as at 30/11/06	%	No. of forms received as at 30/11/07	%	No. of forms received as at 30/11/08	%	No. of forms received as at 30/11/09	%
National Departments	2 025	56	2 821	70	3 188	74	3 539	77
Eastern Cape	262	62	360	71	446	80	521	77
Free State	113	38	328	93	347	92	191	50
Gauteng	537	80	731	88	772	87	793	80
KwaZulu-Natal	505	83	443	69	521	76	540	75
Limpopo	364	93	401	90	444	95	454	96
Mpumalanga	213	96	195	78	240	90	236	75
Northern Cape	53	40	154	92	177	97	196	100
North West	267	99	292	100	304	100	306	100
Western Cape	258	78	358	94	378	95	400	99
Provincial Total	*2 572*	*74*	*3 262*	*86*	*2 990*	*95*	*3 637*	*82*
Overall Total	**4 597**	**73**	**6 083**	**85**	**6 792**	**80**	**7 176**	**79**

33 Republic of South Africa. Public Service Commission. Overview of the Implementation of the Financial Disclosure Framework: Financial Year 2007/08. PSC data base. April 2009.

The trends in **Table 2** above show that the compliance levels are continuing to improve especially considering that the submission rate for the 2004/05 financial year was only 62%.[34] The PSC has, however, in previous reports pointed out that the compliance rate should be 100% because the Framework does not contain onerous requirements. It should also be remembered that the 30 November date in **Table 2** is far beyond the submission deadline of the end of May. It is worth noting that in the North West province the submission rate has been 100% for many years.

As indicated above, apart from just filing disclosures of financial interest, the PSC also scrutinises a sample of the forms to identify potential conflicts of interest. Out of the 2 038 disclosures scrutinised in the 2007/08 financial year (a 30% sample), the PSC identified 434 (21%) senior managers that may have potential conflicts of interest between their private interests and their official duties. In scrutinising the disclosures the PSC liaises with the Companies and Intellectual Property Registration Office (CIPRO) to establish the companies in which public servants hold directorships. Without this partnership the PSC would not have been able to cross-check the disclosure forms and found, as it did, that 210 senior managers in the sample did not disclose their directorships/partnerships in private companies and close corporations.[35] The PSC also liaises with the Deeds Office to establish whether immovable properties registered in the senior managers' names are indeed disclosed in their forms. Partnerships of this nature strengthen efforts to promote a high standard of professional ethics in the Public Service and are in the spirit of building a National Integrity System.

Government's coordination efforts in the area of anti-corruption were given a boost late in 2009 when Cabinet announced the establishment of an Anti-Corruption Inter-Ministerial Committee (Committee).[36] The Committee is mandated to deal with incidents of corruption and to consider the corruption related recommendations that the PSC and other bodies issue.[37] Given the recency of its establishment, it is too early to assess the effectiveness of the Committee. However, this is clearly an important development that should be acknowledged and

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34 *Republic of South Africa. Public Service Commission. State of the Public Service Report. 2008.*
35 *Republic of South Africa. Public Service Commission. State of the Public Service Report. 2008.*
36 *Republic of South Africa. Government Communication and Information System. Cabinet announcement on Establishing an Anti-Corruption Inter-Ministerial Committee. Pretoria. 19 November 2009. (http://www.info.gov.za/speeches).*
37 *Ibid.*

monitored with keen interest. Such efforts should include provincial and local government to ensure that the Executive coordinates its anti-corruption initiatives irrespective of the sphere of government where they are located.

Conclusion

Several structures have been established with the purpose of coordinating anti-corruption efforts. These include the Anti-Corruption Coordinating Committee, the Anti-Corruption Inter-Ministerial Committee, the National Anti-Corruption Forum and provincial anti-corruption fora. The effectiveness of these fora has, however, been mixed.

Further, as has been shown with regard to the case of the National Anti-Corruption Forum, collaboration across sectors of society, to address deeply rooted social problems, is frequently difficult to achieve but the combined effort of the whole of society is, nevertheless, essential if ethical behaviour is to be changed. It is, therefore, essential that the National Anti-Corruption Forum be invigorated.

In South Africa most of the elements of an Integrity System have been put in place. However, compliance with the requirements of various elements of this system is moderate and there is little evidence that the various elements function as an integrated whole. The fight against corruption does not involve a few levers of change; rather many related elements must be brought together and enforced to ensure that coordination results in tangible improvements. This can only happen if all tiers (horizontal and vertical) and role players act in concert with each other.

Principle 2:
Efficient, Economic and Effective Use of Resources must be Promoted

The assignment of different parts of service delivery processes to different tiers of government requires strong intergovernmental coordination. Working towards this end means that particular institutional weaknesses need to be dealt with or they may be replicated at the next level when government seeks to promote integrated, outcomes-based service delivery. Despite efforts by government to achieve this by putting in place planning frameworks that seek to advance better coordination and effective service delivery, planning still happens along functional and departmental lines. The work currently undertaken by the Presidency around performance outcomes should help to improve coordination towards efficient and effective service delivery.

Introduction

By the end of his State of the Nation Address in February 2010, President Jacob Zuma had already used at least four of South Africa's official languages to emphasise that "*working together, we can achieve more*".[38] This statement just about summarises the importance of coordination and integration in efficient and effective Public Service delivery - the very theme which this edition of the State of the Public Service report is pursuing. Coordination and integration create opportunities for synergies, for optimising the use of resources, and for obviating duplications. A further effectiveness gain from such coordination is also the convenience that citizens experience. Where there is better coordination, citizens are not inconvenienced by "being forced to visit more than one office or make multiple visits in respect of a single service".[39]

Coordination, Integration and Effective Service Delivery

The impact of poor coordination on service delivery effectiveness and the convenience of citizens cannot be overemphasised. One of the examples that best illustrate this relationship is the housing process where land acquisition, town planning, township establishment, infrastructure provision and the building of houses involve a chain of interconnected steps. Even if the initial processes are the responsibility of a municipality and the latter a provincial department of housing, if the whole process is properly coordinated, effective delivery should be achieved.[40]

38 Zuma, J. G. President of the Republic of South Africa. State of the Nation Address at the Joint Sitting of Parliament, Cape Town. 11 February 2010.
39 Fraser-Moleketi, G. J. 'Strengthening the Three Spheres of Government through a Seamless (Single) Public Service', in Service Delivery Review, Vol 7 (1), pp 6-9. 2009.
40 Republic of South Africa: Public Service Commission. An Evaluation of Integration and Coordination in the Integrated Sustainable Rural Development Programme. October 2009.

However, the assignment of different parts of this process to municipal and provincial governments "creates potentially excessive demands for intergovernmental coordination".[41] The National Treasury has consequently suggested that the housing function should be shifted to municipalities with the capacity to undertake the function "so as to ensure better integration of plans and capital programmes relating to the built environment."[42]

Effective coordination is further hampered by complicated old-order regulations for land use planning, township establishment and environmental impact assessment. The latter is the responsibility of provincial departments and the former of municipalities. It is a frequent occurrence that a project meets the developmental objectives of one department but does not get regulatory approval from another.[43]

The management of financing arrangements has also proved to be an impediment for effective service delivery in areas that involve multiple public institutions. In housing, different parts of the process are financed through different grant mechanisms, namely, the provision of infrastructure by the Municipal Infrastructure Grant (MIG) and the building of houses by the Integrated Housing and Human Settlement Development Grant. According to National Treasury, coordination between these two grants has been poor.

This is borne out by the big variation in the ratio between housing and MIG allocations, as is shown in **Table 3** on the following page.[44] If housing allocations followed the infrastructure allocations (infrastructure is supplied first and then houses are built) then these ratios should have been more constant.

41 Republic of South Africa. National Treasury. Local Government Budgets and Expenditure Review 2003/04 - 2009/10. 2008. Page 154.
42 Republic of South Africa. National Treasury. A Strategy to Address Municipal Performance Failures: A Discussion Document. Par 135. i. 2009.
43 Republic of South Africa. National Treasury. Local Government Budgets and Expenditure Review 2003/04 - 2009/10. 2008. Chapter 10. September 2009.
44 Republic of South Africa. National Treasury. Provincial Budgets and Expenditure Review: 2005/06 - 2011/12. Table 6.7, page 103. September 2009.

Table 3: Published municipal infrastructure grant and housing subsidy allocations by large municipalities, 2009/10*

Municipality	Grant			
	MIG	Housing	Total	MIG as % of housing allocation
Cape Town	327 790	663 499	991 289	49.4%
Nelson Mandela	156 016	365 000	521 016	42.7%
Ethekwini	508 950	385 300	894 250	132.1%
Ekurhuleni Metro	428 253	139 826	568 079	306.3%
City of Johannesburg	475 257	537 323	1 012 580	88.4%
City of Tshwane	328 083	365 164	693 247	89.8%
Msunduzi	89 943	40 300	130 243	223.2%
George	20 107	34 021	54 128	59.1%
Total	**2 334 399**	**2 530 433**	**4 864 832**	**92.3%**

*Excludes self-financed contributions by municipalities which are significantly larger than these amounts in most cases.

Overall coordination and integration poses critical challenges to the Public Service and it requires mature institutional capacity to drive it. Over the years the Public Service has shown improvements in some areas of institutional capacity. For example, reports show that the spending capacity of most provinces has improved over the years. In total, provinces overspent their budgets by 1.6% in the 2008/09 financial year. This is a turnaround from under spending of 1.7%, 1.1%, and 1.1% in the foregoing three financial years. Most of the over expenditure occurred in the education and health departments. Further, most of the overspending was in personnel expenditure while significant under spending occurred in capital budgets.[45] The PSC has in the past emphasised that material under spending is counter effective for service delivery as "the country cannot afford to have funds being returned unspent …[while there are still such] … backlogs in the delivery of basic services".[46] These are matters departments should address so that as they go into joint programmes they can bring with them sound capacity to spend the resources allocated.

However, for greater effectiveness there are clearly other crucial areas that still need attention. One such area which the PSC has consistently commented on is unauthorised, fruitless, wasteful and irregular expenditure. For example, for the 2008/09 financial year, five national

45 *Republic of South Africa. National Treasury. Provincial Budgets and Expenditure Review: 2005/06-2011/12. September 2009.*
46 *Republic of South Africa. Public Service Commission. State of the Public Service Report. 2008.*

departments incurred an amount of R1,4 billion in unauthorised expenditure and an amount of R35,2 million was incurred in fruitless and wasteful expenditure by this sphere of government (which is about 12 times more than the R2,8m which was incurred in 2007/08).[47] In addition, national departments incurred an amount of R529,8 million in irregular expenditure (up from R228 million in 2007/08).[48]

On local government level the picture is also quite bleak. National Treasury reported in June 2009 that 64 out of the 283 municipalities are in financial distress.[49] Unless these institutional weaknesses are dealt with decisively they will be carried through into the new era of government's integrated outcomes-based service delivery and compromise its effectiveness.

Effective and efficient service delivery needs to be supported by sound planning processes that take into account the priorities of government, the institutional capacity and mechanisms required to deliver on these priorities, and the available resource envelope. Planning at departmental level is on its own challenging and to integrate plans across departments and spheres of government exacerbates the challenge even further. Over the years, government has put in place clear planning frameworks that seek to promote better coordination and effective service delivery. These include the overarching Medium Term Strategic Framework developed by the Presidency, departmental medium term strategic plans and departmental annual performance plans. In addition, an annual Programme of Action of government was instituted explicitly to facilitate the alignment of departmental activities around cross-cutting priorities. The National Spatial Development Perspective was meant to foster spatial alignment. At the provincial level, important direction giving plans are the Provincial Growth and Development Strategies and at the local level, Integrated Development Plans.

A weakness of these plans, however, was that the planning for them was generally not structured around broad outcomes such as poverty reduction and job creation. Instead, they were restricted to departments' specific mandates. Even planning at the cluster level was more a collection of special projects pursuing the joint objectives of a cluster than genuinely integrated planning around high level outcomes.

47 Republic of South Africa. Auditor-General. General Report on National Audit Outcomes. 2008/9.
48 Ibid.
49 Republic of South Africa. Department of Cooperative Governance and Traditional Affairs. State of Local Government in South Africa. 2009.

Ultimately, the true test of whether government has been successful is whether these outcomes, most of which are socio-economic improvements for citizens, are realised. If this takes place, citizen-government relations are likely to be better as often the description of deliverables in departments' annual reports is technical and cannot be identified with by ordinary citizens. Outcome indicators, which tend to talk in simple terms about "feeling safe" and "creating X jobs", introduce a language that helps citizens connect with government.

At the provincial level, the Provincial Growth and Development Strategies (PGDS) were meant to coordinate the activities of provincial departments and other stakeholders around developmental goals. A review of these plans commissioned by the Presidency[50], however found, among others, that:

- The technical analysis invested in these plans is improving but the plans do not make strategic choices and trade-offs between alternative development paths.
- There is very limited evidence of actual implementation of projects and budget items directly flowing out of the PGDS. Clusters are also not a viable implementation arm for the PGDS.
- Although the provinces went to considerable effort to obtain the buy-in of national departments, State Owned Enterprises, municipalities and other stakeholders, coordination remained a challenge.

Since the bulk of the public sector infrastructure budget is controlled by national departments and State Owned Enterprises, alignment with provincial plans is especially critical. However, the problem is that only a small portion of the provincial budget is available for new capital investment and the provinces have limited discretion to allocate it in line with the PGDS since the bulk of the provincial budget goes to social services (education, health and social services). This raises the key point of how the province and the PGDS will serve as suitable coordination points for economic (as opposed to social) development, considering that the key levers for economic development and the budgets are outside of their control.

50 Republic of South Africa. The Presidency: Policy Coordination and Advisory Services & Council for Scientific and Industrial Research. Final Report: Provincial Growth and Development Strategies: A tool for strategic regional planning embraced by all? (CSIR Document Reference Number: 20090713. Final PGDS Assessment Report. 2009.doc) August 2009.

The same arguments apply to the key instruments for coordinating planning at the local government level, namely, the Integrated Development Plans (IDPs). In an assessment report on the Integrated Sustainable Rural Development Programme, the PSC found that the IDPs do not present a coherent output-outcome framework against which integration could be achieved.[51] It was found that the goal setting phase of the IDPs was weak and that there was negligible participation of sector departments in this goal setting. It was also found that inter-sectoral packaging of development interventions is rare. The focus is instead on individual projects that were conceived in the sectors. There is rarely a strategic aggregation of interventions toward a larger and clearly articulated change objective.

An assessment of the quality of IDPs by the Department of Cooperative Governance and Traditional Affairs largely confirms the PSC's findings.[52] The assessment, for instance, found that 45% of IDPs lacked financial strategies and most programmes in the IDPs lacked budgets. IDPs were drawn up for compliance purposes and municipal activities carried on in spite of, and not on the basis of, the IDP. These plans could, therefore, not optimally achieve effective integrated service delivery.

The work currently undertaken by the Presidency around performance outcomes should prove useful by helping departments think beyond outputs and realise that what they really need to bring about are better social and economic outcomes. It is expected that emanating from this process, which the Presidency is leading, new mechanisms of coordination such as Delivery Forums and Delivery Agreements will be put in place to further strengthen integrated cross-cutting work.[53]

A further development that should help focus the attention of public institutions and spheres of government is the recent establishment of the National Planning Commission in the Presidency.[54] A key role of the Commission would be to ensure that the country has a long-term strategic plan with the purpose, among others, to facilitate "the mobilisation of society around a commonly agreed set of long term

51 Republic of South Africa. Public Service Commission. An Evaluation of Integration and Coordination in the Integrated Sustainable Rural Development Programme. Page 10. 2009.
52 Republic of South Africa. Department of Cooperative Governance and Traditional Affairs. Report on Integrated Development Planning and the 2009/10 IDP Analysis. 2009. (Unpublished).
53 Republic of South Africa. The Presidency. Improving Government Performance: Our Approach. See also: The Presidency. 2010. Guidelines for Producing a Delivery Agreement.2009.
54 Republic of South Africa. The Presidency. Green Paper: National Strategic Planning. See section III.6 for a discussion on the need for better coordination. September 2009.

goals " and " greater coherence in government's work".[55] The development of long term country strategic visions and plans is common across a number of countries and it is hoped that such a plan in South Africa will help keep all role-players focused on the big prize of effectively achieving the agreed to outcomes.

Equally important in ensuring effective coordination are the structural arrangements that government puts in place and the authority commanded by the structures. At the moment, various fora are used to discuss and agree on coordinated action. A central set of fora used on both the national and provincial level of government is the cabinet and head of department clusters. A report commissioned by the Presidency[56] found that the average participation rate of Directors-General in the cluster meetings was 32% and that the majority of respondents in the research did not think that Directors-General see attending cluster meetings as good use of their time. The report noted that "lack of participation should be assumed to be rational behaviour, based on an assessment that value will not be obtained from time spent in cluster meetings."[57] Clusters were also not fulfilling their oversight mandate. The reason for this was that participants are not accountable to the clusters but are accountable through the formal, departmentalised, accountability structures.

The functioning of these clusters will, therefore, have to be changed so that they can become fora for joint planning and agreement on courses of action, including budget realignment, rather than fora where presentations on cross cutting issues are heard but no planning decisions are taken.

Conclusion
Coordination and integration poses difficult challenges to the Public Service and requires mature institutional capacity to overcome. Institutional capacity is being built and this is shown in, for instance, the improved spending capacity of departments. However, other institutional processes like planning are still inadequate.

This is because planning is still largely restricted to the mandates of functionally organised departments and is not done holistically around

55 Republic of South Africa. The Presidency. Green Paper: National Strategic Planning. 2009.
56 Republic of South Africa. National Treasury. Technical Assistance Unit. Review of the Government Cluster System. 24 November 2008.
57 Republic of South Africa. National Treasury. Technical Assistance Unit. Review of the Government Cluster System. 24 November 2008. Page 5.

outcomes. The technical quality of plans also limited their use as coordination mechanisms. There is rarely a strategic aggregation of interventions toward a larger and clearly articulated change objective. It is hoped that the new planning processes and institutional arrangements that the Presidency has put in place will obviate these weaknesses.

Principle 3:
Public Administration must be Development Oriented

Government's development programmes have achieved successes in some areas. A notable success remains the improved access to social grants. A persisting challenge is the inability of the economy to create jobs on a significant scale. Similarly, universal access to primary school education has been achieved but education outcomes remain poor. Improvements in all these areas will require an integrated approach which implies that departments must shift from their functional approaches and work in support of sectors and the attainment of outcomes. It necessitates a reorientation whereby there must be joint accountability as advocated by the outcomes approach of government.

Introduction

As the world continues to grapple with the socio-economic vestiges of the global financial crisis, the critical role of effective public administration in the promotion of lasting development should once again take centre stage. With concerns now also being raised about the possible impact of the crisis on the achievement of the Millennium Development Goals (MDGs)[58], this should encourage governments to reinforce their development efforts even further so that the gains achieved thus far are not eroded. By its very nature the task of promoting lasting development requires multiple, targeted and effectively coordinated interventions. A silo approach will not only lead to an inefficient utilisation of scarce resources but the development impact will be compromised as well.

Coordination and a Development Oriented Public Administration

To promote development requires a multi-faceted strategy. It requires that all the critical elements, including macro-economic policy, anti-poverty strategy, and industrial policy should be carefully linked and shaped into a coherent strategy. This requirement for a coherent or integrated strategy can be illustrated by how South Africa has responded to the global financial crisis to minimise its impact.

The country took the admirable step of coordinating with business, organised labour and civil society to agree on a package of measures to be implemented. These measures should be implemented as a package as failure of some elements compromises the success of the overall strategy. Reports on the implementation of the measures and on other development interventions of government suggest that progress has been good in some areas and inadequate in others. The economy is recovering (though moderately so) and the investment in the building of stadia for hosting the 2010 FIFA World Cup is seen as one of the initiatives that have contributed to this growth.[59]

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58 *Economic Commission for Africa, African Union, and African Development Bank. Assessing Progress in Africa toward the Millennium Development Goals: MDG Report. 2009.*
59 *Republic of South Africa. National Treasury. Budget Review 2010. 17 February 2010.*

However, employment creation remains a challenge with the Quarterly Labour Force Survey indicating that there was a successive decline in employment for three quarters with a slight increase in the fourth quarter of 2009. However, in the first quarter of 2010 employment once again declined. The year on year loss of jobs from the first quarter in 2009 to the first quarter in 2010 was 833 000 jobs.

The Expanded Public Works Programme (EPWP) brought some relief to this by creating 613 498 work opportunities in the 2009/10 financial year.[60] In this case government action was timed nicely to fill, even if only partly, a gap that arose from market conditions. The EPWP itself is a programme that is implemented across sectors and several departments at national, provincial and municipal level and by its nature requires coordination. The (national) Department of Public Works plays a coordinating role which includes monitoring and evaluation, preparing progress reports to Cabinet, promoting linkages between sectors, putting in place common policy frameworks, and providing support to implementing departments with developing implementation plans.[61]

The success of joint programmes like this may be compromised, for instance, by the project management capacity in departments. In this regard the PSC annually assesses the performance of departments against the nine principles in section 195 of the Constitution using a number of indicators and standards. The analysis showed that departments' performance in respect of good project management standards has improved through all the evaluation cycles from poor performance (35%) in 2005/2006 to excellent (82%) in 2007/2008, but then declined to adequate (55%) in 2008/2009.

The annual assessment of the PSC also checks the alignment of development programmes of departments with local IDPs. By considering and aligning projects with IDPs departments are ensuring that these projects focus on the needs of the community. Projects, therefore, have a greater chance of success. The trend indicates that departments are increasingly considering IDPs when they plan poverty reduction projects and performance has increased from poor performance (35%)

60 Republic of South Africa. Department of Public Works. EPWP Incentive Grant 4th Quarter 2009/10 Performance. 18 May 2010.
61 Republic of South Africa. Public Service Commission. March 2009. A Meta-Evaluation of the Mid-Term Review of the Expanded Public Works Programme.

in the 2005/2006 evaluation cycle to good performance (70%) in the 2008/2009 evaluation cycle.[62]

Ultimately, the value of all these measures will be in how they improve the quality of life of citizens. The PSC has consistently argued that at the heart of any development strategy should be the eradication of poverty and its causes. As **Table 4** below show, poverty remains a crucial concern in South Africa.

Table 4: Percentage of population living below a poverty lines of R388 per month (in 2008 constant rand)

Poverty line	Year								
	2000	2001	2002	2003	2004	2005	2006	2007	2008
R388 a month poverty line	51%	51%	49%	48%	47%	45%	43%	41%	39%

In 2008 39% of South Africans received an income below a poverty line of R388 per month.[63] Even though this poverty rate has been declining, this is mostly attributed to the increase in social grants recipients, not job creation.

As poverty tends to be multi-dimensional (it emanates from multiple deprivations)[64], so should the interventions that seek to address it. The draft anti-poverty strategy published by the Presidency proposes nine pillars for the strategy each of which addresses a specific aspect of poverty such as the creation of economic opportunities, investment in human capital, income security, and the provision of basic services.[65] Again, all the elements have to be implemented as a coherent package.

Although the anti-poverty strategy has remained a 'draft' for close to two years now, this does not necessarily mean that the implementation of government's programmes has not been proceeding. For example, in the area of social grants as a safety net, government has taken the decision to extend the Child Support Grant to cover children aged 15 to 18.[66] Not only does this deepen the implementation of government's poverty reduction strategy but is in line with the package of measures

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62 Republic of South Africa. Public Service Commission. 6th Consolidated M&E Report. Evaluation Cycle 2008/09.
63 Republic of South Africa. The Presidency. Development Indicators 2009.
64 Republic of South Africa. The Presidency. Towards an Anti-Poverty Strategy for South Africa: A Discussion Document. 2008.
65 Ibid.
66 Zuma, J. G. President of the Republic of South Africa. State of the Nation Address. Joint Sitting of Parliament, Cape Town. 11 February 2010.

which government, business and labour collectively agreed on in order to minimise the impact of the global financial crisis on South Africa.[67]

The number of recipients of social grants has increased from 4 million people in 2001/02 to 13 million in 2008/09.[68] This is mainly due to a significant increase in the number of recipients of the Child Support Grant from 22 000 in 1999 to 8.8 million in 2009.[69] It is projected that the number of beneficiaries will increase from 13 million to 16 million in 2013 due to the effects of the economic recession, the extension of the Child Support Grant and the equalisation of the age qualification for old people to 60 years for both men and women. More people are applying for the Child Support Grant despite falling into the category of young and able to work.[70]

Coordination with bodies such as the Special Investigations Unit (SIU) is rendering a huge benefit in identifying corruption in the provision of social grants and taking appropriate action. The partnership with the SIU resulted in 32 687 fraudulent grants being removed from the system leading to a saving of R181 million.[71] This partnership will thus ensure that resources are used economically, efficiently and effectively.

Another important element of overall development strategy is access to basic services. This complements social grants and is an important aspect of relief to the poor. The increase in access to basic services is shown in **Table 5** on the following page.[72] For instance, access to water has increased from 62% in 1996 to 88% in 2007.

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67 National Economic Development and Labour Council. Framework for South Africa's Response to the International Economic Crisis. 19 February 2009.
68 Republic of South Africa. The Presidency. Development Indicators 2009.
69 Ibid.
70 Republic of South Africa. Parliament. Portfolio Committee on Social Development. Parliamentary Monitoring Group. South African Social Security Agency (SASSA) Budget and Strategic Plan. 9 March 2010.
71 Ibid.
72 Republic of South Africa. The Presidency. Policy Coordination and Advisory Services. Towards a Fifteen Year Review: Synthesis report: A Discussion Document. October 2008. Page 21.

Table 5: Access to basic services

Households using basic services	Year		
	1999	2001	2007
Electricity			
For lighting	58%	70%	80%
For cooking	47%	51%	67%
For heating	45%	49%	59%
Water			
Equivalent to or above RDP standard (200m to communal tap)*	62%	74%	88%
Tap in dwelling or on site		61%	70%
Sanitation			
Equivalent to or above RDP standard (ventilated improved pit latrine)	52%	59%	73%
Flush toilet		52%	60%

An important part of any strategy for lasting development is accessible quality education. South Africa has done well to provide universal access to education which directly addresses the Millennium Development Goal of universal primary education.[73] The Gross Enrolment Rate[74] for primary school was 100%[75] over the last few years. Further, the enrollment rate for Grade R which prepares pupils for primary school and has a big impact on the success of the first years of schooling, has improved from 44% in 2006 to 60% in 2009.[76] The proportion of Grade 1 learners who attended Grade R was 66% in 2009.[77] However, the education outcomes for these learners are still poor since numeracy and literacy scores are quite low. The average scores attained in Grade 3 in 2007 for literacy in the education departments' Systemic Evaluations was only 36%. The score for numeracy was 35%.[78] When these learners reach matric outcomes are also poor. The National Senior Certificate pass rate has fluctuated over the past number of years from a low of 47.4% in 1997 to a high of 73.3% in 2003. The pass rate was 60% in 2009.[79] Only 29% of these matrics graduated with a mathematics pass in 2009[80].

73 United Nations Development Programme. Millennium Development Goals. Http://www.undp.org/mdg/basics.
74 The Gross Enrolment rate is the total number of learners per education level divided by the population of corresponding official age in the education level.
75 The actual statistic is over 100% because of problems with the population figure (the denominator in the fraction). See: Republic of South Africa. The Presidency. Development Indicators 2009.
76 Republic of South Africa. Department of Basic Education. Education Management Information System. 2010.
77 Republic of South Africa. Department of Basic Education. Annual School Survey. 2010.
78 Republic of South Africa. Department of Basic Education. Systemic Evaluation Directorate. 2010.
79 Republic of South Africa. Department of Education. Chief Directorate: Examination, Assessment & Measurement.
80 Ibid.

To achieve its developmental objectives South Africa has to drastically increase its mathematics pass rate because of the drastic shortage of engineering and technical skills in South Africa.

Improvements in the provision of quality education would require an integrated approach involving safety and security (safer schools), health (nutrition, immunisation), and parental involvement, amongst others. A factor like discipline in schools which has a big impact on the learning environment in schools, cannot be instilled by the school alone because it is dependent on the culture of discipline that is inculcated at home as well. An integrated approach requires that the factors that have the most significant effect on learner performance should be understood and addressed holistically.[81] Following this approach government has identified, among others, the provision of easy-to-use Learner and Teacher Support Materials to schools, the improvement of teacher quality, increased access to Grade R classes, and home environment stimulation as critical factors that should be actively managed and closely monitored.[82]

Similarly, good health outcomes depend on integration and coordination of services. The Millennium Development Goal for health includes the reduction of the mortality rate among children under five by two thirds, and the achievement, by 2010, of universal access to treatment for HIV/AIDS for all those who need it.[83] It is estimated that child mortality (under five years) stood at about 68 deaths per 1 000 live births in 2009.[84] This is high, especially considering that most of these children are said to die from preventable and treatable conditions.[85]

An integrated approach will be required to address this situation including measures which focus on immunisation, the reduction of mother-to child transmission of HIV, and promoting the breast feeding of babies. Many of these measures have been included in the outputs

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81 *Studies suggest that 50% of the factors that affect learner performance can be ascribed to the student, 30% to the teacher and about 5% each to the home, peers, the school and the principal. See Kanjee, Anil. The other 3 R's: Challenges for improving learner performance in South African schools. Invited address: Randfontein District Colloquium on literacy and numeracy, Randfontein, Human Sciences Research Council. 22 July 2006.*
82 *Republic of South Africa. The Presidency. Improving Government's Performance through Outcomes-Based Performance Management: Developing the MTSF into outcomes with measurable outputs, and identifying key activities to achieve outputs. January 2010.*
83 *United Nations Development Programme. Millennium Development Goals. Http://www.undp.org/mdg/basics.*
84 *Estimate by the Actuarial Society of South Africa, as published in: Republic of South Africa. The Presidency. Development Indicators 2009.*
85 *Motsoaledi, A. P. Minster of Health. Republic of South Africa. Address at the World Health Assembly Plenary. 17 May 2010.*

and measures to which the President will hold the Minister of Health accountable.[86] However, these measures would need to be implemented and driven as a package for them to have optimal impact. For example, with TB-HIV co-infection becoming a growing threat in many countries, it becomes even more pertinent to ensure an integrated approach which pulls together TB and HIV/AIDS programmes. It has been argued that Anti-Retroviral Therapy (ART) coverage could not be increased with the current delivery model in South Africa where the treatment is only provided in 362 accredited sites and by doctors, professional nurses and pharmacists.[87] This in practice means that a person presenting with both TB and AIDS may have to go to different sites for treatment which is not an integrated model. In this regard it is heartening to note the Minister of Health, Mr Motsoaledi's announcement that "we have adopted a totally new policy on HIV, AIDS and TB whereby we regard them as more or less one disease to be treated under one roof. Hence we are busy integrating HIV and AIDS and TB treatment facilities into one."[88] It is through efforts like this that the Public Service would be deepening its development orientation.

Conclusion

It is commendable that at the time of the global financial crisis South Africa could, through a joint decision between government, business and labour, put together a package of measures to respond to the crisis without our budget deficit getting out of control and returning to manageable levels in the medium term. This, together with the massive investment into the hosting of the 2010 FIFA World Cup should put the country in good stead to keep the momentum of its development initiative. Through an intensification of efforts and a focused attention on promoting their coordination and integration, the country can still go a long way towards creating a better life for her citizenry.

Development interventions need to be implemented as an integrated package. Invariably, several factors determine a development outcome. These factors need to be considered together and the optimal combination of strategies should then be implemented to ensure the greatest impact. Moreover, the success of the chosen strategies should be regularly evaluated. This requirement for an integrated strategy has

86 *Republic of South Africa. The Presidency. Measurable Performance and Accountable Delivery: Outputs and Measures. Outcome 2: A Long and Healthy Life for all South Africans. Draft. 10 May 2010.*
87 *Health Systems Trust. South African Health Review November 2008.*
88 *SA Motsoaledi, S. A. Minister of Health. Republic of South Africa. Address at the World Health Assembly Plenary. Geneva. 17 May 2010.*

been illustrated in this chapter by the package of measures adopted to respond to the global financial crisis and by the achievement of education and health outcomes.

Principle 4:
Services must be provided Impartially, Fairly, Equitably and without Bias

There is still a need to improve the manner in which policy implementation takes place in government in order to address perceptions as well as incidents of unfairness and inequity. Whilst norms and standards exist in many areas of policy to address these risks, implementation across public institutions is not always uniform. In addition, due to uneven institutional capacity across the spheres of government, the pace at which different geographic jurisdictions manage to redress historical imbalances tends to differ from one area to another. All these call for better coordination of programmes to ensure that government acts as one and that where there are institutional weaknesses, these are addressed by government as a collective.

Introduction

In their perception of the fairness with which government policies are applied, citizens do not necessarily distinguish between different departments or levels of government. Good practices in one part of the system can be undone by failures in other parts. In addition, as the country continues to focus on redressing historical inequities, it would be critically important for collective action to be promoted between state organs, business and civil society. This is so because the magnitude of these inequities is such that multiple interventions are required and these should be coordinated effectively if they are to have optimal impact. It would therefore not help, for example, to have one household being classified differently by different departments for purposes of state support.

Coordination, Integration and the Impartial and Equitable provision of Services

Poor coordination in the implementation of government policies has in certain instances compromised efforts to redress past inequities. A prime example in this regard is housing. Houses are ostensibly allocated on a first-come-first-serve basis to all who meet the eligibility criteria. However, in practice several considerations influence how soon a prospective beneficiary will get a house. Depending on these factors and how they are applied, prospective beneficiaries may spend a long time on the waiting list and this may easily be perceived as unfair, especially if the whole process is not very transparent or when queue jumping occurs. The following factors determine the allocation of houses and the factors are usually applied in the order listed:[89]

(1) Whether a housing project is undertaken in the area where the beneficiary lives, meaning that if there is no project in the area where a person lives, he/she may not be allocated a house whether

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89 *Republic of South Africa. Public Service Commission. Consolidated Monitoring and Evaluation Report on the Departments of Housing (Human Settlement): 2009/10 Evaluation Cycle. 2010.*
   See also: Republic of South Africa. Department of Human Settlements. Strategy for the allocation of housing opportunities in the N2 Gateway Project in Cape Town. (Unpublished Document.). 9 November 2007.

he/she is on the waiting list or not.[90] This consideration also illustrates the importance of coordination between those responsible for spatial planning on the one hand and the housing authorities on the other. The provision of housing needs should be balanced with the development potential of an area. In practice, however, many housing projects have been undertaken in areas of low levels of need **as well as** low development potential as shown by **Table 6** below.[91] It is, therefore, important that these considerations are applied in a coordinated manner.

Table 6: Housing spatial planning

| Condition | Housing projects/units | | | |
	No. of housing projects	Proportion of total housing projects (%)	No. of actual housing units	Proportion of total actual housing units (%)
Projects inside areas of medium to high levels of need and development potential	1 121	23.1%	490 007	34.6%
Projects inside areas of medium to high levels of need and low levels of development potential	236	4.9%	80 858	5.7%
Projects inside areas of low levels of need and medium to high levels of development potential	992	20.5%	274 918	19.4%
Projects inside areas of low levels of need and development potential	2 461	50.7%	560 352	39.6%

(2) The time the prospective beneficiary has spent on the waiting list.

(3) The vulnerability of the prospective beneficiary, that is, whether the beneficiary is old, disabled or female (a female headed household). With regard to female headed households, housing departments were able to balance this requirement in favour of women. Across the country (with the exception of Northern Cape and Western Cape) slightly more female-headed households were allocated houses than male-headed households, as seen in **Figure 2** on the following page.[92]

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90 Council for Scientific and Industrial Research. Housing Atlas 2005: National Housing Spatial Investment Potential Atlas. (CSIR Report No Bou/E0502). 2005.
91 Ibid.
92 Republic of South Africa. National Department of Human Settlements. Statistics. Chief Directorate Monitoring and Evaluation. As quoted in Public Service Commission. 2010. Consolidated Monitoring and Evaluation Report on the Departments of Housing (Human Settlement): 2009/10 Evaluation Cycle. 2009.

Figure 2: Number of beneficiaries of female-headed households compared to male-headed households per province

	Total	GP	KZN	EC	LP	NW	WC	FS	MP	NC
■ Female	1181520	269891	204566	146473	129041	123936	112295	94566	80474	20278
■ Male	1000471	249359	139776	116478	65219	107261	131818	94057	70994	25509

Province
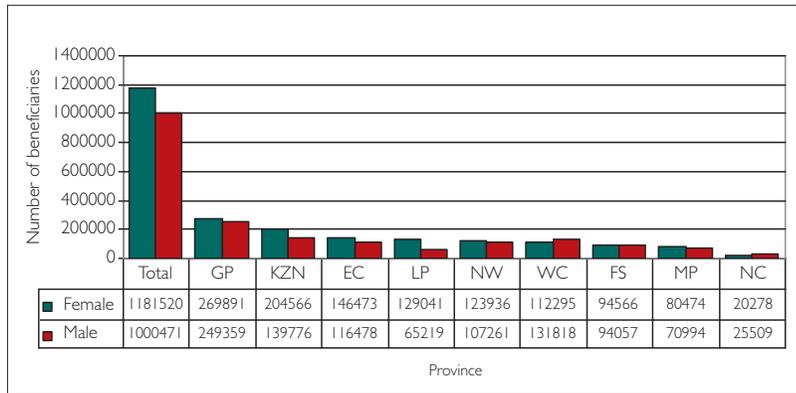
The administrative responsibility to apply the above criteria mostly rests with municipalities. Given the capacity challenges of municipalities[93] and the risk of corruption, the criteria are many times not applied fairly and transparently. The allocation process thus has many times become the subject of service delivery protests.[94]

The Promotion of Administrative Justice Act, 2000 (PAJA), Act No 3 of 2000[95] provides standards of fairness in decisions affecting the rights of people, such as decisions on the allocation of houses discussed above. Departments' compliance with PAJA is still low. In an annual assessment of the compliance with PAJA as part of the PSC's M&E System, departments scored as follows (**Figure 3** on the following page):[96]

93 Republic of South Africa. Department of Cooperative Governance and Traditional Affairs. State of Local Government in South Africa: Overview Report. 2009.
94 Human Sciences Research Council. 2008. Citizenship, Violence and Xenophobia in South Africa: Perceptions from South African Communities. Online available http://www.hsrc.ac.za/Document-2807.phtml. Quoted by Dr O Shisana during a dialogue on poverty reduction strategies and interventions hosted by the PSC: See Public Service Commission. Dialogue on Poverty Reduction Strategies and Interventions: Poverty, Access to Services and Xenophobia. Issue 3. February 2009.
95 Republic of South Africa. Department of Justice and Constitutional Development. Promotion of Administrative Justice Act, 2000, (Act 3 of 2000.
96 Republic of South Africa. Public Service Commission. Sixth Consolidated Transversal Public Service Monitoring and Evaluation System Report. Evaluation Cycle 2008/09. 2009.

Figure 3: Principle 4 - Trends in performance against all the standards over the evaluation cycles 2000 to 2009
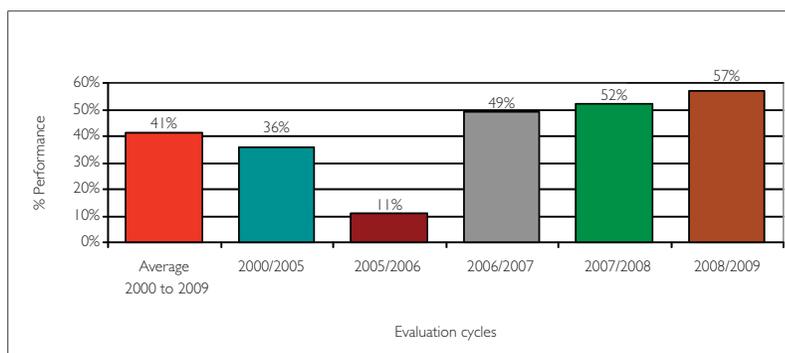
In terms of the implementation of the PAJA, the PSC's System assesses the extent to which the administrative decisions of departments are made by duly authorised persons, are just and fair, and are properly communicated to the affected individual. As the **Figure 3** above shows, there has been a marginal annual improvement in this area since the 2006/07 financial year but performance generally remains inadequate.

The principle of equity further requires that citizens can expect the same minimum standards of service across the country. In this regard, minimum norms are sometimes set by national departments. The National Treasury has also done a huge amount of work to standardise performance indicators (which are set mostly on the output level) for the concurrent functions at provincial level so that performance, if not the same, can at least be compared. However, differences in the resourcing of these functions still occur with the result that levels of service differ. Even if resource provision is roughly equitable, different levels of performance between different government entities can have the effect of producing vastly different levels of service. Norms and standards are, therefore, useful coordinating mechanisms because they help ensure that vastly different levels of service are not experienced in different parts of the country.

However, differences in the way provinces end up allocating resources to similar areas of spending may also contribute to differences in the level of service between provinces. For example, roads maintenance expenditure for 2008/09, as a percentage of total provincial roads

and transport expenditure, ranges between 9.2% for the Free State and 32.2% for KwaZulu-Natal.[97] The National Treasury points out that maintenance budgets should make up at least 30% of the total infrastructure budget, which means that most provinces are spending far too little on maintenance. What is more, these percentages have even been declining over the medium term. The Financial and Fiscal Commission points out that in the absence of norms and standards for road maintenance, provinces use their own discretion to allocate funds to this purpose.[98] To achieve equity in expenditure some level of coordination between different departments is, therefore, necessary. It is within this context that the Financial and Fiscal Commission's remarks on coordination of road management functions as shown in **Box 1** below become insightful.[99]

Box 1: Coordination of road management functions

The national Department of Transport proposed an inter-road authority coordinating model. Whereas a particular road authority manages roads within its area of jurisdiction (an intra-authority system), an interauthority system coordinates activities between various road authorities at a strategic level. The coordinating body should be responsible for:

- Developing a roads policy on norms and standards, including guidelines on classification;
- Implementing a needs assessment framework to assist National Treasury in its allocations of road funding;
- Developing an integrated management information system;
- Developing a standardised monitoring and evaluation framework for road infrastructure; and
- Formalising arrangements for technical and professional collaboration between the SA National Roads Agency and sub-national entities.

Conclusion

The Public Service is still vulnerable to perceptions of bias and lack of fairness. In part, this lies in the risk (and reality) that public institutions may apply the same norms and standards of the provision of services differently. In addition, the vulnerability emanates from the fact that due to uneven institutional capacity across the spheres of government,

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97 *Republic of South Africa. National Treasury. Provincial Budgets and Expenditure Review 2005/06 - 2011/12. Table 8.5. September 2009.*
98 *Republic of South Africa. Financial and Fiscal Commission. Technical Report: Annual Submission on the Division of Revenue 2010/11. Chapter 6. August 2009.*
99 *Ibid.*

the pace at which different geographic jurisdictions manage to redress historical imbalances tends to differ from one area to another. All these call for better coordination of programmes to ensure that government acts as one, and that where there are institutional weaknesses, these are addressed by government as a collective.

Principle 5:
People's Needs must be Responded to and the Public must be Encouraged to Participate in Policy-Making

A number of government initiatives are in progress to establish and maintain an effective link with communities and citizens. These include Ward Committees, Community Development Workers, Thusong Centres, and recently, the Presidential Hotline. In some of these, such as Thusong Centres, better results would be achieved if there could be improved cooperation between the various institutions involved. In others, such the Presidential Hotline, the initiative taken is commendable, but as has been the case with other interventions, inadequate responsiveness from departments poses a risk to the effectiveness of the efforts undertaken.

Introduction

The need for responsive service delivery and participatory governance has assumed new significance following the advent of service delivery protests in the country. Between January and August 2009 alone, at least 52 such protests had already taken place, which is higher than the number recorded per year from 2004 to 2008.[100] In their expectation that government will meet their needs, citizens do not distinguish between different levels of government or government departments and the many public entities that deliver government services. The mistake should thus not be made of assuming that the protests are necessarily targeted at and impact on local government alone. What should be appreciated is that the needs of a household or a community transcend the neat organisational boxes of public sector macro-organisation.

A key consideration in making service delivery responsive to the needs of people is sustaining meaningful channels of public participation in governance so that the voice of citizens can be heard. This will involve a change from what some have called a "push model" where government supplies services and development programmes and the solutions are predetermined by government, to a "pull model", where communities are encouraged to take control of their own development, with government playing a facilitatory role.[101] The role communities can play should, of course, not be idealised, but a proper balance between government policy and community initiative would have to be found.

Coordination, Integration & a Responsive Public Service

Since local government is the nearest to citizens it is often seen as the ideal level for government's interface with citizens and also the ideal channel for citizens to communicate their needs and concerns. However, currently local government does not necessarily play an intermediary

100 Republic of South Africa. Department of Cooperative Governance and Traditional Affairs. State of Local Government in South Africa: Overview Report. 2009. National State of Local Government Assessments. Working Documents, Section 2.4 and 2.5. 2009.
101 Friedman, S in: Public Service Commission. Dialogue on Poverty Reduction Strategies and Interventions: Measurement of Poverty and the Evaluation of Poverty Reduction Programmes. Issue 3. October 2009.

and integrating role between citizens and other levels of government. It is also notable that municipalities do not necessarily have the mandate to coordinate participatory processes for government functions other than municipal functions.

One of the key public participation mechanisms local government uses is ward committees.[102] Ward committees were established to inform the municipality about the "aspirations, potentials and problems of the people."[103] They also have an important role to play in municipal processes such as Integrated Development Planning, municipal budgeting and municipal performance management.[104] The question is, however, whether ward committees have lived up to these expectations. According to a recent report by the Department of Cooperative Governance and Traditional Affairs, they have not. The report notes that there are claims that ward councilors do not attend ward committee meetings and ward committee issues often do not find their way into council meetings.[105] Also, whilst a ward committee ought to serve as a link between the ward and the rest of government, in practice provincial and national departments "hardly ever" consult or involve ward councilors in plans and projects.[106]

Part of the challenge appears to be the caliber of some of the ward councilors themselves, with concerns having been raised that their first concern seems not to be Public Service but the accrual of wealth at the expense of poor communities.[107] Indeed, the Department of Cooperative Governance and Traditional Affairs concludes that "a culture of patronage and nepotism is now so widespread in many municipalities that the formal municipal accountability system is ineffective and inaccessible to many citizens."[108] It should be expected that such failures in accountability and accessibility will impact on public confidence in government as a whole.

Recognising these challenges government created another participation channel in the form of the Presidential Hotline, launched on 14

102 Ward committees were established by sections 73 and 74 of the Municipal Structures Act, 1998.
103 Republic of South Africa. Department of Provincial and Local Government. Having your Say: A Handbook for Ward Committees. December 2005.
104 Ibid.
105 Republic of South Africa. Department of Cooperative Governance and Traditional Affairs. State of Local Government in South Africa: Overview Report: National State of Local Government Assessments. Working Documents, Section 2.4 and 2.5. 2009.
106 Ibid.
107 Republic of South Africa. Department of Cooperative Governance and Traditional Affairs. State of Local Government in South Africa: Overview Report: National State of Local Government Assessments. Working Documents, Section 2.4 and 2.5. 2009.
108 Ibid.

September 2009.[109] Between 14 September and 20 November 2009 the Hotline received 13 569 calls related to provincial departments, and 13 634 to national departments. Talking about his experience after visiting the Hotline, President Jacob Zuma remarked that "we found ourselves engaged in an unprecedented massive conversation with the nation."[110] The Director-General in the Presidency, Mr Vusi Mavimbela, has also emphasised that the Hotline is not only a communication tool but a very important survey ("the mother of all surveys"), taking place 365 days a year and with all communities in all the languages. He said the Hotline is also a monitoring and evaluation tool because of the feedback that is received from citizens.[111] Such feedback also serves to coordinate government functions because issues raised by citizens may show gaps in service delivery that may be overlooked when viewed from the sometimes narrow perspective of departmental silos. The impact of this feedback can, however, be diluted if the calls of citizens are not resolved. Reports show that only 17% of the queries relating to provincial departments and 39% of those relating to national departments had been resolved by November 2009. These figures are very low and such a feedback rate may in turn impact on the credibility of the Hotline. The President has raised his concerns on this matter and has even suggested that HoDs "become principal public liaison officers so that we can receive quicker responses."[112] The low percentage of Hotline cases that are resolved, especially by provincial departments, seem to indicate that there is an inability on the part of departments to be responsive to the queries of citizens.

Government has also started to implement new approaches to community participation in important programmes like the Comprehensive Rural Development Programme (CRDP). The CRDP will use household and community profiling methods to collect baseline information about the community's development needs and participatory planning approaches will then be used to develop interventions and projects.[113] This will move some way towards the "pull model" referred to above.

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109 Zuma, J.G. President of the Republic of South Africa. The presidential hotline is working. ANC Today. 18 October 2009.
110 Ibid.
111 Republic of South Africa. The Presidency. Media Briefing. Director-General in the Presidency, Mr Vusi Mavimbela. Imbizo Media Centre, Cape Town. 31 March 2010.
112 Zuma, J. G. President of the Republic of South Africa. Address to Meeting with Directors-General and Deputy Directors-General of National and Provincial Government Departments. 23 April 2010.
113 Republic of South Africa. Department of Rural Development and Land Reform. The Comprehensive Rural Development Programme Framework. July 2009.

Perhaps in recognition of the weaknesses at local government level the programme foresees a much stronger role for the Department of Rural Development and Land Reform, which will act as the "initiator, facilitator, coordinator and catalyst" for rural development interventions. However, this will require strong community development and institutional capacity at district (or even lower) level and this will have to be integrated with the capacities available in municipalities and in initiatives such as the Community Development Worker (CDW) programme. In this regard it is important to note that professionals with community development expertise are currently spread between a number of departments, including social development, health and agriculture. This available capacity will have to be utilised jointly in order to pool resources effectively and to approach the needs of communities in an integrated fashion.

The CDW programme has remained an important mechanism for ensuring a coordinated, accessible and responsive government. CDWs play a critical role in helping communities receive seamless service as they know how government works and can help citizens apply for services and to submit all the documents as determined by the eligibility criteria. In addition, CDWs are expected to work across spheres of government and functional institutional boundaries, thus having a coordination effect. A number of evaluations of the success of the programme have been done.[114] As **Table 7** on the following page shows, the perceptions of government officials and ward councilors on the role of CDWs are quite positive, especially with regard to helping community members to access services.

114 All the research is based on the perceptions of officials involved in the programme, ward councillors and members of ward committees. One would have liked to see quantitative research into the objective outcomes of CDW work. The major evaluations are the following:
  • Human Sciences Research Council. 2005. Evaluation of the Community Development Worker (CDW) Programme. (Commissioned by the South African Management Development Institute).
  • Republic of South Africa. Department of Provincial and Local Government, GTZ, Mbumba Development Services. National Survey: Status Quo Regarding the Implementation of the Community Development Workers (CDW) Programme. Final Report. September 2007.
  • Republic of South Africa. Department of Public Service and Administration, Regenesys. Review of the Community Development Workers Programme. Final Report. January 2008.
  • Republic of South Africa. Department of Public Service and Administration, Department of Provincial and Local Government, GTZ. Research into the Development of a Policy for Community Development Workers. First Draft. (Prepared by Prof Laurence Piper et al.). October 2008.

Table 7: Positive response with regard to the contribution of CDWs towards specific roles:

Issue	Response	
	National provincial and local officials	Ward councilors and ward committee members
Bridging the gap between community and government services	61.5	52.6
Assisting communities to communicate needs and aspirations	88.5	92
Fast-tracking delivery in special circumstances	79.6	82.6
More effective participation in local governance	84.6	84.0
CDW impact on the organisation of government development programmes	73.6	63.2

Table compiled by the PSC from several tables in a report commissioned by the Department of Cooperative Governance and Traditional Affairs.[115]

However, this positive role is mostly at the level of access to services such as ID books, social grants and birth certificates, rather than housing, sanitation, water, electricity and roads. These are engineering services, and the processes for access to these services are beyond the competencies of CDWs. The research, however, identified many institutional challenges such as lack of a policy on CDWs, what their job description should be, who employs them and pays their salaries, who do they report to, and which national and provincial department should coordinate the programme. Without an appropriate institutional environment in which they can fulfill their duties, their performance will depend too much on the enthusiasm and capabilities of individual CDWs. However, the Department of Public Service and Administration in 2008 initiated a policy development process that will hopefully address these problems. A draft policy was discussed with stakeholders towards the end of 2009.

Another initiative to integrate service delivery at community level was Thusong Centres, introduced by Government in 1999 (then called Multi-Purpose Community Centres). One of the explicit objectives of the Thusong Centres was to integrate service delivery, though the PSC found in a recent study[116] that government officials involved in the programme had a very limited understanding of what this means. The PSC found that Thusong Centres have increased access to services but

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115 *Republic of South Africa. Department of Provincial and Local Government, GTZ, Mbumba Development Services. National Survey: Status Quo Regarding the Implementation of the Community Development Workers (CDW) Programme. Final Report. September 2007.*
116 *Republic of South Africa. Public Service Commission. Report on the Assessment of the Effectiveness of Thusong Service Centres in Integrated Service Delivery. January 2010.*

only for people who live near the centres. (84% of service users interviewed reside in the immediate vicinity of the centre). Access has not significantly increased when measured against objective universal access standards.[117] This means that if access is measured for the whole population against a criterion such as, for example, distance to the nearest service point of different departments, then access has not significantly increased.

The PSC also found that within Thusong Centres, departments continued to operate in silos. They just operate in a common space without really being integrated. Departments did not even share resources or link information systems. Certainly, if measured against the idea of a "single window", which means the rationalisation and integration of all the main service delivery channels, processes and systems[118], integration did not occur.

Even integrating the geographic location of access points is a hugely complex undertaking that requires the balancing of considerations like affordability, existing infrastructure at access points, local settlement patterns, scale of demand and the different planning criteria of the different departments.[119] This sort of planning has not been undertaken jointly, probably because of limited capacity in the Public Service for the modeling that this requires.

A key question is also how citizens themselves rate government responsiveness. The PSC recently conducted a study with a sample of citizens to establish what they regard as important drivers of their satisfaction with government services. The study found the important drivers to be **accessibility** to public services, being treated with **courtesy**, **timeliness** in the provision of services, the availability of **information** on public services, the **knowledge and competency** of officials, the condition of **facilities**, where services are provided, **fairness and equity** in service delivery, **value for money**, **redress** where a promised standard has not been met, and the **outcome** of the contact with a service delivery unit (actually obtaining the service or product).

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117 *See also: Republic of South Africa. National Treasury. Technical Assistance Unit. Review of the Thusong Service Centre Programme. September 2009.*
118 *Republic of South Africa. Public Service Commission. Report on the Assessment of the Effectiveness of Thusong Service Centres in Integrated Service Delivery. Page 38. January 2010.*
119 *Republic of South Africa. National Treasury. Technical Assistance Unit. Review of the Thusong Service Centre Programme. Page 44. September 2009.*

Of all these drivers of citizen satisfaction, the respondents indicated that the most important are timeliness, followed by information, outcome, knowledge and competence of staff and redress. Respondents were also asked to rate their satisfaction levels in terms of these drivers. Respondents indicated that they were most satisfied with fairness and equity in service delivery. However, they were least satisfied with timeliness and the availability of accurate information on services. This is despite the fact that timeliness and the provision of accurate information were rated the most important drivers of citizen satisfaction. Overall, 69.8% of citizens were satisfied with the services they received.[120]

Another measure of Public Service delivery responsiveness to people's needs is compliance with government's service delivery improvement policy (the *Batho Pele* policy). The PSC annually conducts inspections of selected service delivery sites. In 2009 the inspections were conducted at clinics. It was found that clinics generally comply with the visible requirements of the *Batho Pele* policy. For instance, most clinics had adequate inside signage (this did not apply to the outside signage though), most displayed their business hours, 77% of clinics displayed service charters, 97% had complaints/suggestion boxes (even though only 22% displayed a complaints handling procedure), and staff members at sites visited were friendly and professional. In contrast, 64% of the clinics did not have sufficient stock of medicines, 82% did not have sufficient medical equipment, 82% did not have computers, and, according to staff at the clinics visited, 81% experienced staff shortages. This highlights that service delivery improvement requires coordination of all the necessary elements of a service, including the supply chain of all the inputs needed, like staff, equipment and medicines, as well as the patient centred procedures like waiting times, provision of information, complaints procedures, and cleaning and maintenance of facilities.[121]

The PSC annually assesses the performance of departments against this principle using pre-determined standards. Departments' performance has improved from poor performance (35%) in 2005/06 to adequate

120 Republic of South Africa. Public Service Commission. Key Drivers of Citizen Satisfaction with Public Service Delivery: Pilot Report: 2009/10.
121 Republic of South Africa. Public Service Commission. Consolidated Report on Inspections of Primary Health Care Delivery Sites: Departments of Health. May 2010.

performance (54%) in 2008/09. The standards applied by the PSC were whether departments have a policy on public participation in policy-making, whether they have a system for soliciting public participation and whether inputs from the public are responded to and actually used to change policy and implementation processes.[122] Recognising this relatively poor performance and the need for guidelines in this regard, the PSC has issued a template that departments can use to develop their own guidelines.[123]

Conclusion

Clearly, policy interventions are required to deepen the effectiveness of some of the mechanisms that seek to facilitate the interface between government and the public. One such mechanism that would benefit from policy intervention is the employment and management of CDWs. The challenges facing the effectiveness of CDWs have been well documented to date, and the critical issue is to take the necessary steps to address them.

However, the manner in which government can make the greatest difference in terms of public participation and responsive service delivery is certainly not through significant policy changes at this stage, but implementation. The capacity and willingness to engage meaningfully with communities and ensure follow up on the issues raised is what should receive priority.

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122 Republic of South Africa. Public Service Commission. 2009. Sixth Consolidated Monitoring and Evaluation Report. 2009.
123 Republic of South Africa. Public Service Commission. Template for Developing Guidelines on Public Participation. March 2010.

Principle 6:
Public Administration must be Accountable

The Public Service has over the years put in place enabling mechanisms to promote accountability for performance at the level of officials. Their implementation can be complemented very effectively by the process the President has embarked on in terms of signing performance agreements with Ministers. However, the new outcomes approach will test the maturity of the accountability culture of government further, and this takes place at a time when accountability at the level of individual departments still shows some gaps. Parliament and the provincial legislatures will also have to reflect critically on what the outcomes-based approach means for them when it comes to holding the members of the Executive to account as individuals and as part of a collective responsible for specific outcomes.

Introduction

The new administration has placed a premium on promoting accountable governance, and this is evidenced, among others, by the creation of the Ministry of Performance Monitoring and Evaluation in the Presidency. The Ministry is expected to articulate government's vision of creating an accountable, transparent and effective Public Service, which will be brought about by higher levels of accountability as a new performance management system is implemented. It seeks to implement a measurement ethos and will coordinate a process of accounting for performance across government, and using such accountability as a basis for improving service delivery as well. The President has also emphatically expressed his concern about the nature and extent of accountability in government, stating for example, that "…the failures in our government are not mainly caused by any significant lack of capacity. The simple truth is that we face a crisis of accountability".[124]

Having chosen to coordinate its programmes through twelve outcomes, government is faced with the challenge of how to promote individual and collective accountability, so that these outcomes are realised. The key challenge is that while outcomes must be achieved across organisational boundaries, formal accountability mechanisms are still largely confined to the effective management of a specific department[125] or a specific budget vote.[126] The reality is that unless an effective accountability system is implemented, which takes into account an integrated approach to service delivery, the success of the entire outcomes-based strategy may be at risk. Such a system should balance individual accountability for budgets as provided for in the Public Finance

124 Zuma, J. G. President of the Republic of South Africa. Address to Meeting with Directors-General and Deputy Directors-General of National and Provincial Government Departments. 23 April 2010.
125 Republic of South Africa. Department of Public Service and Administration. Public Service Act, 1994. (As amened). Proclamation 103 published in Government Gazette 15791 of 3 June 1994. Section 7(3)(b). June 1994.
126 Republic of South Africa. National Treasury. Public Finance Management Act, 1999 (Act of 1999). Section 36 on the appointment of accounting officers and section 38 on the general responsibilities of accounting officers.

Management Act[127] and the collective accountability that is necessary for the achievement of the twelve outcomes.

Coordination, Integration and an Accountable Public Service

An important development towards the improvement of accountability in government has been the recent introduction of a performance agreement system for Members of the Executive at national level. In terms of this system the President signs performance agreements with all Ministers, which stipulate the actual deliverables and time-frames for which Ministers will be held accountable.[128] In the case of provinces, it is expected that the President will sign Intergovernmental Protocols with Premiers, which will be guided by the 12 outcomes as well. This process is logically the next step in supporting the integrated approach to service delivery required by the 12 outcomes adopted by Cabinet. Some will probably criticise this as the ultimate in succumbing to the use of private sector management practices in government, but the PSC believes that used correctly, performance agreements can actually enhance accountability for performance.[129] Some challenges with performance agreements in the case of Heads of Department are discussed below. It will be important that this experience is used at the introductory stages of performance agreements for Ministers so that some of the pitfalls can be avoided.

Many elements of this process are not in place as yet, key among which is how Premiers would cascade the system down to the provincial sphere of government in order to hold Members of the Executive Councils (MECs) accountable for performance. This is clearly a critical leg of the process to address given the central role of provinces in the delivery of public services. Overall, many challenges still lie ahead as the process of entering into agreements with other partners and spheres of government is not easy. In some instances there may be practical barriers, such as the location of competencies. Above all, political will and professional maturity would be required to bring about the coordination necessary to align government's efforts towards achieving the twelve outcomes.

This approach which coordinates the accountability of Ministers around specific outcomes will undoubtedly also have implications for how

127 Ibid.
128 Republic of South Africa. The Presidency. Guide to the Outcomes Approach. 1 June 2010.
129 Republic of South Africa. Public Service Commission. An Analysis of Performance Agreements as an Effective Performance Management Tool. December 2008.

Parliament holds the Executive to account. The Parliamentary Portfolio Committees are currently largely organised according to the existing government Ministries, and Parliament would need to ensure that this does not lead to a political oversight approach which is confined to departmental boundaries.

With Parliament having released, in 2009, a comprehensive set of proposals to enhance its oversight and accountability model,[130] this is the right time to also look at strengthening intergovernmental and interdepartmental oversight work. This is particularly important considering that Parliament's role in holding the Executive to account has been in the spotlight in the recent months. Issues that have been raised include the availability of Ministers to appear before Committees of Parliament[131], and the responsibility of Ministers to respond to Parliamentary questions.[132]

Clearly, all these considerations should also add renewed energy to the efforts of the Executive to in turn hold officials accountable. Fortunately, the Public Service has over the years put in place enabling mechanisms to promote accountability for performance at the level of officials. One such mechanism is the signing of performance agreements by each senior manager as provided for in the Senior Management Service Handbook.[133] The challenge would be to ensure that all managers do indeed conclude performance agreements with their supervisors as required. This is an area the PSC has been monitoring closely over the years, especially at the level of Heads of Department.

In December 2002, Cabinet decided that the PAs of HoDs should be filed with the PSC. The PSC maintains a database of all PAs filed and advises both the Executive Authorities and HoDs regarding their quality and compliance with relevant prescripts. The PSC is still concerned that the right tone is not being set at the level of HoDs regarding the importance of concluding PAs. As **Table 8** on the following page shows, close to 20% of HoDs did not file the PAs with the PSC during the financial years 2006/07 to 2008/09.[134] The figures got even particularly

130 Parliament of the Republic of South Africa. Oversight and Accountability Model: Asserting Parliament's Oversight Role in Enhancing Democracy. Undated.
131 See, for example, Sisulu, L. Minister of Defence and Military Veterans. Statement following the Appearance of the Acting Secretary for Defence before the Standing Committee on Public Accounts. 4 February 2010.
132 Motlanthe, K. Deputy President of the Republic of South Africa. Address on the Occasion of the Presidency Budget Vote. National Assembly. Cape Town. 12 May 2010.
133 Republic of South Africa. Department of Public Service and Administration. Senior Management Service Handbook. 2003 (as amended).
134 Republic of South Africa. Public Service Commission. Fact Sheet on the Filing of Performance Agreements for the 2009/2010 Financial Year. November 2009.

worse in 2009/10, when only 65% of HoDs filed their PAs with the PSC.

Table 8: Submission of performance agreements by HoDs as at 26 February 2010[135]

Year	National			Provincial			% Received
	No. received	No. outstanding	No. of acting HoDs	No. received	No. outstanding	No. of acting HoDs	
2006/07	27	8	3	73	17	17	80%
2007/08	32	3	3	80	13	15	88%
2008/09	27	8	3	80	15	16	82%
2009/10	23	11	9	47	26	36	65%

It can be argued that because of the general elections conducted in 2009, and the subsequent changes in Cabinet, it was to be expected that the signing of PAs by HoDs would be delayed. This is an important consideration, given that new Members of the Executive were indeed appointed following the elections, and that they probably needed time to familiarise themselves with their portfolios before they could commit to specific deliverables by concluding PAs with their HoDs. However, this does not explain why as much as 35% of HoDs did not submit their PAs. This rate of non-compliance is just way too high. By the time of the closing date for the filing of PAs at the end of August 2009, the Executive and HoDs had had enough time to agree on what the key deliverables should be.

The content of the PAs of senior managers also needs attention to ensure improved soundness. The Senior Management Service (SMS) Handbook has recognised the centrality of collaborative work by requiring all HoDs to include "Integrated Governance" as a mandatory key result area in their performance agreements (PAs). However, from the PSC's experience of assessing the PAs of HoDs, this is in practice largely interpreted to mean attendance of the meetings of the clusters of HoDs. While such participation is important, it is not in itself enough to serve as a mechanism for promoting joint work.[136]

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135 Information obtained from the Public Service Commission's records on the submission of Performance Agreements.
136 Republic of South Africa. Public Service Commission. Report on the Effectiveness of Public Service Leadership in the Promotion of Intergovernmental Relations. December 2009.

Using the PAs to manage performance is an even bigger challenge. Annually, the PSC assesses the implementation of the Performance Management and Development System (PMDS) for senior managers in a selected province. During the 2009/10 financial year, the PSC focused its assessment on the Limpopo province.[137] The study made a worrying finding that the province chose to disregard the mandatory elements of the PMDS as provided for in the SMS handbook and no evidence could be provided to show that approval for deviations was granted by the Department of Public Service and Administration (DPSA) as the custodian of Human Resource Management (HRM) policy in the Public Service.

At the level of HoDs, the evaluation of performance has overall continued to be highly unsatisfactory. As at 31 March 2010, only 51% of the qualifying HoDs had been evaluated, representing a slight decline from the 56% compliance rate recorded by the end of March 2009.[138] In financial terms this means that roughly half of the national budget (including transfers to provinces and municipalities), which was in the order of R500 billion (excluding state debt costs) in the 2007/08 financial year, was controlled by accounting officers who were not subjected to a proper evaluation.

The PSC believes that the role of the center of government in coordinating the evaluations cannot be overemphasised. An example which illustrates this role, is how the Western Cape Office of the Premier has since 2006/07 coordinated the evaluation of HoDs using a 'Block Evaluations' approach.[139] In this exercise, one panel, comprising MECs, would sit to evaluate all HoDs in the province. This approach was useful in that it brought together all the MECs to collectively engage around the accountability mechanism for HoDs. The advantage from a coordination and integration perspective is that it enabled the Executive as a collective to jointly reflect on the performance standards for the province as a whole and also adopt a common approach in assessing actual performance.

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137 Republic of South Africa. Public Service Commission. An Assessment of the Implementation of the Performance Management Development System in the Limpopo Province. May 2010.
138 Republic of South Africa. Public Service Commission. Fact Sheet on the Evaluation of the Performance of Heads of Department for the 2007/08 Financial Year. March 2010.
139 Republic of South Africa. Public Service Commission. Case Study on the Western Cape Heads of Department Evaluation Process for the 2006/2007 Financial Year. November 2009.

As a result of applying this approach, the Western Cape managed to evaluate all its qualifying HoDs for the 2006/07 financial year. For the 2007/08 financial year, almost all the qualifying HoDs were evaluated (only the Head of the Department of Transport and Public Works could not be evaluated). Since then, the Western Cape always had a very high compliance rate with regard to the evaluation of their HoDs.

The North West province is also using this "block evaluation approach" and the Office of the Premier assists with the identification of dates when MECs will be available to sit as the evaluation panel. As a result, the North West continues to have 100% of their qualifying HoDs evaluated. That is what proper coordination can achieve.

A critical aspect of accountability which would need greater attention as government continues to pursue integration and coordination is that of budgeting and financial management. Given that HoDs as accounting officers will still be held accountable for the effective use of the resources allocated to them (even if they use these to finance cross-cutting programmes), it will be important for departments to up their financial management capacity and controls. It is, therefore, a cause for concern that many departments still receive qualified audit opinions from the Auditor-General. For example, 43 departments (12 national and 31 provincial) received qualified audit opinions in 2008/09.[140] Although this figure represents a marginal improvement compared to the 48 (11 national and 37 provincial) recorded last year, this is still a very high figure. In fact, what should also be considered is that in addition to these qualifications, 7 other departments obtained disclaimers/adverse opinions in 2007/08, and 6 in 2008/09. Disclaimers/adverse opinions represent the worst outcomes a department can obtain following an audit.

The picture is even bleaker at local government level. (**Table 9**[141] on the following page). In 2007/08 only 95 of the 283 municipalities received an unqualified audit opinion. This improved slightly to 111 in 2008/09.

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140 Republic of South Africa. Auditor-General. Outcomes Reports. Audit Opinions of National and Provincial Departments. 2008/09.
141 Republic of South Africa. Auditor-General. Outcomes Reports. Audit Opinions of Local Government. 2008/09.

Table 9: Audit opinions of municipalities 2007/08 and 2008/09

Province	No. of munics including metros	2007/08 Financial Year					
		Not audited	Disclaimer	Adverse	Qualified	Unqualified (with other matters)	Unqualified (with no matters)
Eastern Cape	**45**	0	19	7	15	4	0
Free State	**25**	1	19	0	3	2	0
Gauteng	**14**	0	3	0	4	6	1
KwaZulu-Natal	**61**	0	9	1	13	37	1
Limpopo	**30**	0	19	2	5	4	0
Mpumalanga	**21**	0	4	0	7	10	0
North West	**25**	3	12	1	4	5	0
Northern Cape	**32**	0	21	0	9	1	1
Western Cape	**30**	0	4	0	3	22	1
TOTAL	**283**	**4**	**110**	**11**	**63**	**91**	**4**
	No. of munics including metros	2008/09 Financial Year					
		Not audited	Disclaimer	Adverse	Qualified	Unqualified (with other matters)	Unqualified (with no matters)
Eastern Cape	**45**	9	12	5	12	7	0
Free State	**25**	2	16	2	2	3	0
Gauteng	**14**	1	0	0	3	9	1
KwaZulu-Natal	**61**	1	9	0	8	43	0
Limpopo	**30**	1	13	0	8	8	0
Mpumalanga	**21**	4	4	0	5	8	0
North West	**25**	14	4	1	4	2	0
Northern Cape	**32**	3	19	0	4	4	2
Western Cape	**30**	1	4	0	1	23	1
TOTAL	**283**	**36**	**81**	**8**	**47**	**107**	**4**

Conclusion

The measures introduced to shift accountability towards outcomes are certainly a step in the right direction. They help to move government from an inward, largely regulatory and compliance perspective to one that seeks to deliver services that really matter to citizens. By proposing outcomes, government is setting itself up to be measured on a more rigorous and tangible basis, on matters which citizens can identify with. Whilst compliance is important, and a crucial part of good governance, it is not an end in itself, and the shift from outputs to outcomes helps to bring about the change.

However, this approach requires of public servants to understand their accountability obligations in broader terms, and beyond the standard, departmentally devised and measured indicators. This shift should logically be carried through to the way in which the performance of HoDs is managed through PAs. It also means that the entire application of the PMDS needs to be closely monitored, so that no level of the Public Service undermines the accountability framework by not playing its role.

Principle 7:
Transparency must be Fostered by Providing the Public with Timely, Accessible and Accurate Information

As government intensifies the collaborative implementation of its 12 outcomes, the manner in which information is handled and managed would need attention to ensure greater coherence and consistency. For example annual reporting will need to improve to reflect the cross-cutting nature of the work done and the progress made. Unless there is sound coordination of the nature and extent of information generated and provided, the possibility of different departments reporting potentially contradictory things about the same outcomes cannot be ruled out. Capacity to respond to requests for information as required by the Promotion of Access to Information Act will also have to improve, which is an aspect departments have generally been struggling with since the Act was introduced in 2001.

Introduction

Transparency and access to information are fundamental pre-requisites without which the rest of the Constitutional values and principles of public administration may not be meaningfully upheld. For example, coordinating anti-corruption efforts requires a flow of information on what these efforts are about, the resource base they draw on, and who the key role players are (be they part of business, civil society or the public sector). Similarly, it cannot be expected that the public can hold government to account if they are not provided with timely and accurate information.

Transparency and access to information are likely to occupy centre stage in the next few months following the introduction in Parliament of the Protection of Personal Information Bill.[142] Among other things, the Bill seeks to ensure that personal information held by public and private bodies is protected and that minimum requirements for the processing of such information are introduced. A key issue will, therefore, be about how to strike a balance between access to information on the one hand, and the protection of personal information on the other. As government intensifies the collaborative implementation of its 12 outcomes, the permeability of the boundaries around the information held by the different role players is likely to be tested. Accordingly, more attention will need to be paid to how such information is handled.

Integration, Coordination and a Transparent Public Service

The PSC's M&E System has generally scored departments relatively low with regard to transparency - see **Figure 4** on the following page[143] - even though departments' performance is steadily improving. To assess departments against this principle the PSC uses the quality of departments' annual reports and their compliance with PAIA as indicators.

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142 *Republic of South Africa. Department of Justice and Constitutional Development. Protection of Personal Information Bill. Government Gazette No 32495. 14 August 2009.*
143 *Republic of South Africa. Public Service Commission. Sixth Consolidated Monitoring and Evaluation Report. Evaluation Cycle 2008/2009. Unpublished.*

Figure 4: Principle 7 - Trends in performance against all the standards over the evaluation cycles 2000 to 2009
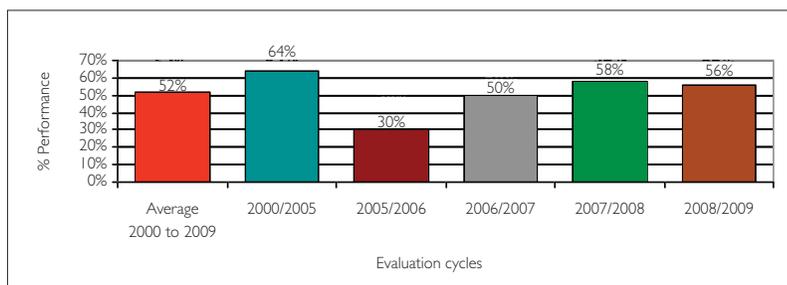
The above trends suggest that key performance information, which the public should have access to, is still not availed timeously and in an accessible manner.

Over the years, the PSC has reported that despite some remaining gaps in terms of reporting comprehensively against pre-determined objectives, departments have generally improved the quality of information covered in their Annual Reports.[144] This is critically important for the promotion of transparency in so far as the activities of departments are concerned. With the advent of the coordinated approach required by the twelve outcomes, annual reporting will also be expected to improve to reflect the cross-cutting nature of the work done and the progress made. Unless there is sound coordination of the nature and extent of information generated and provided, one cannot rule out the possibility of different departments reporting potentially contradictory things about the same outcomes.

The provision of information to the public as required by the Promotion of Access to Information Act (PAIA) will also have to receive greater attention. Joint work between departments will inevitably lead to a sharing of information between them, which means that chances of the same information being held by more than one public institution would be higher. How these institutions handle requests for access to the information they hold would be critically important if citizens are to have confidence in the decisions of government to refuse or allow access to information. It would, for example, be confusing for citizens if one department were to place restrictions on access to the same

144   See for example, Republic of South Africa. Public Service Commission. State of the Public Service Report. 2008.

information which another department is able to make readily available. This is not a far fetched possibility considering that compliance with the requirements of PAIA is generally not adequate in the Public Service. One such basic requirement is that departments should develop a manual on access to information which should be made public. The manual should describe the kind of information which the department holds and can be accessed.[145] Compliance with this basic requirement remains unsatisfactory.

In addition, departments are required to annually report to the South African Human Rights Commission (SAHRC) regarding, among others, the requests for access to information they received and how they handled them. However, an SAHRC report shows that for 2008/09, as many as 10 national and 71 provincial departments did not submit these reports as required.[146]

A further critical issue requiring attention is the recourse that the public has if their requests for access to information are turned down. The PAIA indicates that in such instances the requester of the information may appeal the decision of the public authority and ask for it to be reviewed. However, the challenge is that the external appeal authority provided for is the High Court, a provision which, some have argued, "represents, in many cases, a hammer to smash an acorn".[147] Such an appeal process tends to involve legal costs, which the general public may not always be in a position to afford. Other countries have appointed an Information Commissioner to serve as an external appeal authority, an arrangement which is much more accessible to the public.[148]

An important part of promoting transparency through the timely provision of accurate information is proper records management. Properly kept records create a basis for responding to requests for information. However, the management of records is still highly inadequate.[149] Apart from improving the quality of records management

145 Republic of South Africa. Department of Justice and Constitutional Development. Promotion of Administrative Justice Act 2001 (Act 3 of 2001). 9 March 2001.
146 Republic of South Africa. South African Human Rights Commission. Annual Report. 2008/09.
147 Calland, R. Illuminating the Politics and the Practice of Access to Information in South Africa., in Allan, K. Paper Wars. Access to Information in South Africa. Wits University Press. Johannesburg. 2009.
148 For example, Scotland and Ireland have appointed Information Commissioners.
149 See for example, Bhana, P. The Contribution of Proper Record Keeping towards Auditing and Risk Management: Auditor-General's Perspective. 10 November 2008.

practices, there also needs to be improved coordination between information officers (who deal with requests for access to information) and records managers. Records managers should be highly aware of what the department has communicated to the public through its PAIA manual and embrace the responsibility of assisting information officers to comply with the Act.

In fact, there will also have to be stronger coordination between the records managers and information officers of different departments to ensure that the coordination of service delivery according to the 12 outcomes is accompanied and supported by the coordination of records management as well. It is thus encouraging to note that some progress is being made towards the integration of information systems in the form of the Integrated Financial Management System (IFMS).[150] The IFMS will integrate the current disparate Human Resource Management, payroll, accounting, logistical and business intelligence systems.

Conclusion

Many years of implementing regulatory requirements regarding the provision of information to the public should stand the Public Service in good stead as it prepares to meet the demands imposed by the new outcomes approach. The quality of information contained in Annual Reports, for example, has improved over the years, and departments should be able to draw from this experience when they report on outcomes. However, reporting is now going to have to be elevated to the level of cross-cutting outcomes (as opposed to just departmental outputs) and the discipline to do so in a coherent and credible manner would need to be instilled.

The manner in which requests for access to information are dealt with continues to require serious attention, and better internal coordination between records managers and information officers, and between departments which hold the same information (about one or more of the outcomes, for example) will be critically important.

150   *Republic of South Africa. National Treasury. Draft Integrated Financial Management System.*

Principle 8:
Good Human Resource Management and Career Development Practices, to Maximise Human Potential, must be Cultivated

Effective coordination of service delivery inevitably relies on the role played by public officials who have to rise to the challenge of serving as agents of integration. While many of them can be relied on to embrace this responsibility and take the challenge head on, indications are that some will need a fundamental change of orientation to function in this way. Given the challenges the Public Service still faces in the area of effective human resource management, more concerted efforts would be required to optimise potential and performance.

Introduction

In order for the Public Service to succeed in its implementation of government priorities, it relies on the just over one million public servants it employs. Therefore, the achievement of the 12 outcomes government has identified will, to a large measure, depend on the calibre of its employees, including their ability, readiness and commitment to the task at hand. Coordinated and integrated service delivery requires particular sets of skills among public servants including the ability to think and see outside functional silos. Whatever sophisticated institutional arrangements and 'business' processes the new administration puts in place to support its programme of action, they may not achieve the desired results unless public servants embrace them fully and have what it takes to implement them.

It is, therefore, necessary to take stock and assess how the Public Service has performed with regard to promoting sound human resource management practices, and maximizing the potential of its human resources.

Coordination, Integration and Effective Human Resource Management

In an attempt to inject new life into the Public Service's policy of putting people first, in 2004 the Department of Public Service and Administration introduced a new belief set for public servants which simply stated that "we belong, we care, we serve".[151] The first part of the belief set ("we belong") sought among others, to encourage public servants to see themselves as part of one team, thus encouraging "…a spirit, culture and practice of collaboration, teamwork and collegiality among all public servants".[152]

The significance of this part of the belief set is its recognition of the fact that the ability of public servants to collaborate across teams and their determination to make such collaboration succeed is central to effective Public Service delivery. Notwithstanding the efforts that have

151 *Republic of South Africa. Department of Public Service and Administration. A Guide to Revitalise Batho Pele. 2004.*
152 *Ibid.*

been put in place over the years, it has to be acknowledged that unfortunately there are still those public servants who have yet to embrace the spirit of "belonging, caring and serving". It is these public servants President Jacob Zuma was referring to when he said "in some of our front and back offices are employed men and women who do not respect the jobs they are employed in or the citizens they are appointed to [serve]".[153]

Clearly, such public servants cannot be relied on to drive the kind of coordinated and integrated approach to service delivery which government is promoting. Rigorous and credible HRM practices are absolutely essential to ensure that public servants who are committed to serve are acknowledged and supported, and those the President was referring to are properly dealt with to either improve or exit the Public Service.

Among the critical HRM practices to attend to are HR planning, skills development, recruitment and selection, and performance management. The PSC annually evaluates the performance of the Public Service with regard to these practices. Since 2000 the PSC has assessed 101 departments in this way, and **Figure 5** below shows how departments have scored in terms of recruitment and selection as well as skills development practices.

Figure 5: Principle 8 - Trends in performance against the standards of recruitment and skills development over the periods 2000 to 2009
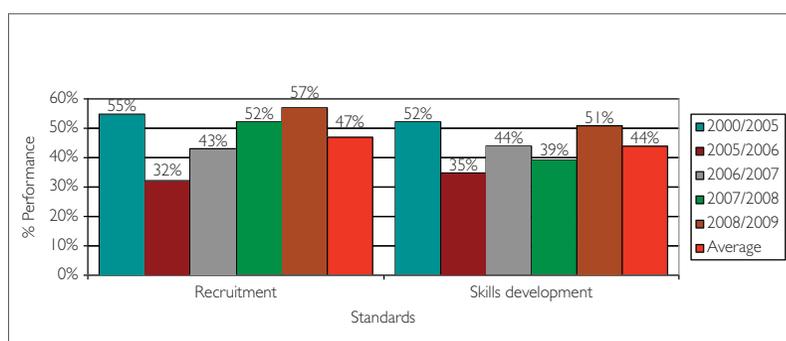
153 Zuma, J. G. President of the Republic of South Africa. Address to Meeting with Directors-General and Deputy Directors-General of National and Provincial Departments. 23 April 2010.

The preceding figure shows that between 2000 and 2009, departments obtained a disappointing average of 47% for their recruitment and selection practices, and even worse, an average of 44% for skills development. The challenge is that although departments comply with the basic requirements of generating the necessary policies, strategies and plans, the quality of such documents and their implementation is inadequate. For example, as **Figure 6** below shows, departments generally have skills development plans in place but only 48% of those sampled by the PSC were based on a thorough skills needs analysis, and in only 12% of the cases was the service delivery impact of the skills development activities assessed. One, therefore, doubts the credibility of these plans and whether they have any meaningful effect on capacity development and service delivery.

Figure 6: Principle 8 - Percentage of departments who complied with the sub-standards for skills development plan (SDP): 2008/2009 evaluation cycle
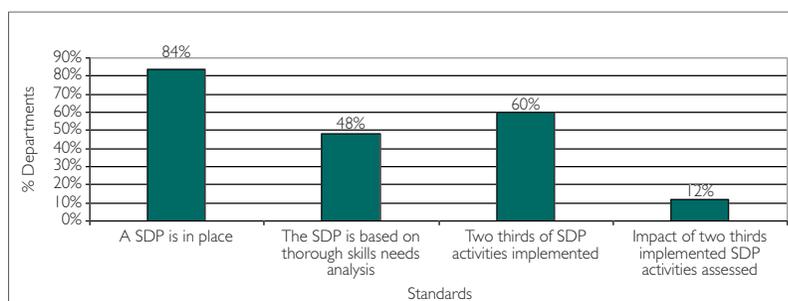
For departments to improve the relevance of their skills development plans, it is going to be critically important to strengthen, through a coordinated approach, the manner in which skills assessments are done. It is, therefore, commendable that government took a decision for the Public Service to apply a uniform skills audit process.[154] As part of taking this process forward, the DPSA launched the HR Connect project, whose purpose is, among others, to build skills audit and HR Information Management capacity in departments.[155] The project seeks

154 Republic of South Africa. Department of Public Service and Administration. Cabinet Lekgotla 2007 Decision on Skills Audit and Information Systems in the Public Service. Circular Ref 14/2/2/2. 18 June 2007.
155 Pillay, G. Department of Public Service and Administration. Report on Project HR Connect: HRM and D Steering Committee. 11 June 2009.

to coordinate a uniform approach towards skills audits in the Public Service. The project has been piloted in 22 departments, and the intention is to roll it out to others.[156]

An important practice that can also benefit from a coordinated approach is HR planning.[157] A review by the DPSA found that HR planning in the Public Service is not responsive to strategic needs and that there was consequently no alignment between departments' workforces and government priorities, strategic plans and budgets. It further found that HR plans lacked credible strategies to attract and retain a competent workforce, and that the required number of staff was not necessarily based on credible staffing norms.[158] Following the review, in 2009 the DPSA developed and published an HR Planning Strategic Framework for the Public Service.[159] Through the Framework, the DPSA seeks to help departments to better understand their role in human resource planning and to guide them on how to go about this process.

The DPSA has, in the meantime, also monitored compliance with this Framework and published a report. The report noted that compliance is a minimum basis for sound HR planning. The report further suggests that the first priority should be to increase compliance and the quality of the plans. However, "departments must grow towards the level where they are able to perform modeling, forecasting and scenario planning."[160]

It will also be important that the key HR management practices discussed in the foregoing paragraphs are harmonised through the Single Public Service. The aim of the legislation[161] is to harmonise systems, structures, norms and standards for personnel and public administration practices, and conditions of service, in order to promote integration and coordination. Though the Single Public Service will still be created within a model of decentralised public administration, it can

156 Ibid.
157 Republic of South Africa. Department of Public Service and Administration. Human Resource Development for the Public Service: Review Report 2002 - 2006 (HR Development Resource Pack: Part 2).
158 Republic of South Africa. Department of Public Service and Administration. Development of interventions to improve the quality of human resource planning at departmental level in the public service: Research Report. 2008.
159 Republic of South Africa. Department of Public Service and Administration. Human Resource Planning Strategic Framework Vision 2015. 11 November 2009.
160 Republic of South Africa. Department of Public Service and Administration. First Aggregated Report on Human Resource Plans in the Public Service. 2009.
161 Republic of South Africa. Department of Public Service and Administration. Draft Public Administration Management Bill (known as draft legislation for the Single Public Service).

potentially be an enabling instrument for creating integrated approaches to Human Resource Management.

As said in the introduction, coordinated and integrated service delivery requires particular sets of skills among public servants, including the ability and willingness to think and work beyond functional silos. Such a public servant will not hide behind regulations to avoid working jointly with other colleagues. In fact, this is a public servant who, in the absence of enabling legislation, will make the effort to reach out and collaborate with others in the interest of effective and efficient service delivery.

Describing this kind of public servant within the context of the New Zealand public sector, Ryan, Gill *et al* had this to say: "they appear to be doing excellent work in achieving desired outcomes for clients; yet they are doing so in spite of the public management system they work in, without much support from their organizations and the sector generally and in the absence of a learning culture".[162] This is the kind of public servant we need to drive integration. That a special kind of public servant is needed, seems to be a well recognised fact within the Public Service, considering the pronouncements made by, for example, the Minister for Public Service and Administration.[163] The issue, however, is for the Public Service to invest in these pronouncements and ensure the building of such a caliber of public servants, without whom integration and coordination will remain a serious challenge.

Conclusion

Building a Public Service which operates in a coordinated and integrated manner cannot be achieved without addressing the attitude and skills of personnel who must move beyond their traditional focus on their own or their department's performance. For the outcomes approach to be successful there must be a willingness to work in concert, rather than in competition with each other. This requires the implementation of credible HRM practices, and a recognition that public servants are in the employ of government, not just a department.

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162 *Ryan B, Gill D, et al. Managing for Joint Outcomes - Connecting up the Horizontal and the Vertical. Undated.*
163 *See for example, Baloyi, R. M. Republic of South Africa. Minister for Public Service and Administration. The 2009 Public Sector Trainers Conference - Minister's Speech.*

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

Specific integrated strategies have been introduced to achieve representivity for women and people with disabilities, two areas in which the Public Service still lags behind the set targets. Although pockets of good progress can be found in some departments, the Public Service has generally not performed as expected in the areas of gender and disability representivity. This can, in part, be attributed to a lack of alignment of Employment Equity plans with credible HR plans, and lack of targeted recruitment strategies. However, there are also concerns that the slow progress with representivity can be due to real constraints, such as a limited pool of skills and the uneven quality of school leavers and graduates. These broader labour market concerns will have to be addressed in an integrated manner before the Public Service can meaningfully become adequately representative of the South African people.

Introduction

In order to achieve the objective of a representative Public Service, an integrated and well coordinated approach is necessary to ensure that the whole process does not deteriorate into a 'targets-chasing' activity. Otherwise public institutions will simply poach the designated employees from each other, a practice which may make their own departmental profiles look good, but without adding any lasting value to the objective of building a representative Public Service.

It is against this background that in an area such as disability representivity, the PSC has previously pointed out that the Public Service needs to coordinate the establishment and management of a central database in each province to enable departments to source candidates with disabilities.[164] This was in recognition of the fact that working in silos would not help the Public Service to make the necessary progress in this area.

In pursuing representivity, departments also need a multifaceted approach which would focus on, among others, removing barriers that hinder the employment of certain groups, creating an enabling environment in the workplace and using creative recruitment strategies that will include coordination with bodies representing certain groups, like people with disabilities.

Coordination, Integration and a Representative Public Service

The performance of the Public Service with regard to representivity remained much the same as reported in the previous edition of the State of the Public Service Report.[165] The Public Service has met (and in fact even exceeded) the representivity target for black people

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164 *Republic of South Africa. Public Service Commission. Assessment on Disability Equity in the Public Service. January 2008.*
165 *Republic of South Africa. Public Service Commission. State of the Public Service Report. 2009.*

(including African, Coloured and Indian), which stated that 75% of members of the Senior Management Service should comprise black people by 2005. However, the Public Service continues to lag behind with regard to the targets for women and people with disabilities (50% of members of the Senior Management Service should comprise women by 31 March 2009, and 2% of the Public Service should comprise people with disabilities by 31 March 2010). As shown in **Table 10** below black people comprised 79% of the senior management service as at 30 September 2009.[166]

Table 10: Race representivity at SMS level as at 30 September 2009

Province/National	Race				
	African	Asian	Coloured	White	Total
Eastern Cape	73%	6%	7%	14%	100%
Free State	62%	2%	4%	32%	100%
Gauteng	63%	9%	6%	22%	100%
KwaZulu Natal	56%	23%	2%	19%	100%
Limpopo	89%	4%	1%	7%	100%
Mpumalanga	84%	3%	1%	12%	100%
North West	78%	5%	4%	14%	100%
Northern Cape	52%	4%	29%	15%	100%
Western Cape	17%	4%	33%	46%	100%
National Departments	61%	7%	7%	24%	100%
TOTAL	**63%**	**8%**	**8%**	**21%**	**100%**

In the previous year (September 2008), the race representivity at SMS level was 77% which suggests that the figures have remained largely stable.

If the Public Service representivity performance is compared to that of the private sector, the difference is glaring. The representivity of the different race groups in the senior management of private sector employers is shown in **Table 11** below.[167]

Table 11: Race Representivity: Senior Management: Private Sector: 2009

African	Coloured	Indian	White	Foreign nationals	Total
12,9%	6,3%	9,3%	68,6%	2,9%	100

166 Data obtained from PERSAL.
167 Republic of South Africa. Department of Labour. Commission for Employment Equity. 10th CEE Annual Report 2009-2010.

The implication is clear that competition between the state and the private sector for highly skilled black candidates may become more intense as more pressure is placed on the private sector to make more progress with representivity. In this regard, the Public Service's *Policy and Procedure on Revolving Door Enablers* should facilitate sound partnerships with the private sector to ensure better utilisation of senior managers.[168] Among others, the policy seeks to "facilitate the movement of senior managers between the Public Service and the academic and other institutions…"[169]

At 35%, the representivity of women is still far behind the target of 50% specified by Cabinet - **Table 12** below. This also represents a marginal increase of 1% over the gender representivity reported in the previous year.[170]

Table 12: Gender representivity at SMS level as at 30 September 2009

Province/National	Gender		Total
	Female	Male	
Eastern Cape	33%	67%	**100%**
Free State	27%	73%	**100%**
Gauteng	35%	65%	**100%**
KwaZulu-Natal	34%	66%	**100%**
Limpopo	33%	67%	**100%**
Mpumalanga	36%	64%	**100%**
North West	35%	65%	**100%**
Northern Cape	29%	71%	**100%**
Western Cape	29%	71%	**100%**
National Departments	36%	64%	**100%**
TOTAL	**35%**	**65%**	**100%**

While raising concerns about the pace of achieving gender representivity in the Public Service, it would be important to also acknowledge that the 35% reflected above is a significant achievement compared to the state of representivity during the early years of democratisation. For example, as at 30 November 1996, women occupied a mere 13% of

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168 *Republic of South Africa. Department of Public Service and Administration. Policy and Procedure on the Revolving Door Enablers. November 2008.*
169 *Ibid.*
170 *Republic of South Africa. Public Service Commission. State of the Public Service Report. 2009.*

the management positions in the Public Service.[171] The figures have therefore more than doubled since then. Of course, this should in no way lead to complacency, as more still needs to be done to reach the 50% target.

It should also be acknowledged that behind the aggregate figures presented in **Table 12** on the previous page lies interesting differences in terms of gender representivity in individual departments. For example, departments such as Economic Affairs, Environment and Tourism (Eastern Cape), Community Safety (Gauteng), Social Services (Mpumalanga), Social Development (North West) have actually already exceeded the 50% gender representivity target.

Progress with representivity for people with disabilities has continued to be disappointing and stood at 0,22% as at 30 September 2009, which is not anywhere near the target of 2% - see **Table 13** below.

Table 13: Disability representivity in the Public Service

Province/National	Year and No. of people with disabilities					
	2008			2009		
	No. of Staff	No. of Persons with Disabilities	%	No. of Staff	No. of Persons with Disabilities	%
National Departments	380,779	862	0.23%	308,004	894	**0.29%**
Eastern Cape	134,204	283	0.21%	141,004	318	**0.23%**
Free State	58,005	86	0.15%	56,953	85	**0.15%**
Gauteng	133,429	130	0.09%	139,959	174	**0.12%**
KwaZulu-Natal	184,890	250	0.14%	185,516	259	**0.14%**
Limpopo	114,789	296	0.26%	116,092	294	**0.25%**
Mpumalanga	72,340	187	0.26%	73,076	200	**0.27%**
North West	56,540	70	0.12%	57,571	101	**0.18%**
Northern Cape	21,880	28	0.13%	21,869	46	**0.21%**
Western Cape	75,346	218	0.29%	76,496	238	**0.31%**
TOTAL	**1 232 202**	**2 410**	**0.20%**	**1 176 540**	**2 609**	**0.22%**

In order to address slow progress with achieving representivity of especially women and people with disabilities, the DPSA launched a Job Access strategy for people with disabilities in 2009[172] and a gender equality

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171 Republic of South Africa. Public Service Commission. Report on the Rationalisation of Public Administration in the Republic of South Africa: 1994-1996.
172 Republic of South Africa. Department of Public Service and Administration. Job Access Strategic Framework on the Recruitment, Employment and Retention of Persons with Disabilities in the Public Service.2009.

strategic framework in 2008.[173] These strategies are comprehensive in that they provide for an enabling workplace environment, equality of opportunities, mainstreaming of women and disability issues and creating a barrier-free workplace. The strategies proposed by these frameworks include removing stigma and discrimination, differential treatment to take account of the special needs of people with disabilities and women, education of staff and removing physical and attitudinal barriers. It is too soon to assess the success of these strategies. Initial quick assessments by the DPSA, however, identified the following barriers to achieving representivity targets: lack of HR plans, HR and Employment Equity plans that are not aligned (departments do not even coordinate plans internally), lack of targeted recruitment strategies, and training that is not targeted at these groups. There is also not enough information on the number of economically active disabled people, raising some doubts about the correctness of the set targets.[174]

A focus on promoting diversity in the workplace clearly needs to be complemented by other meaningful measures on the supply side of the labour market, as indicated by a recent assessment of the impact of the Employment Equity Act.[175] The assessment argued that the slow progress with representivity is often due to real constraints such as the absence of skills in some areas. A further contributing fact is the uneven quality of school leavers and graduates which in turn creates entry barriers for people from designated groups. Fortunately, as part of the MDGs, South Africa has prioritised the education of the girl-child, but this should be sustained well into post-secondary education as well as workplace HRD, so as to do away with the often cited excuse that there are not enough qualified and experienced women to be appointed in certain positions. The same should apply in terms of creating opportunities for people with disabilities in terms of their education, skills development and exposure to the workplace. There cannot be any shortcut to addressing these matters, and the scramble to simply poach from one another those that are already employed will not help much.

173 Republic of South Africa. Department of Public Service and Administration. Gender Equality Strategic Framework for the Public Service. 2008.
174 Republic of South Africa. Department of Public Service and Administration. Annual Report 2008/09.
175 Human Sciences Research Council, Development Policy Research Unit (University of Cape Town) and Sociology of Work Unit (University of the Witwatersrand). Tracking Progress on the Implementation and Impact of the Employment Equity Act since its Inception. (Commissioned by the Department of Labour.) Page 65. March 2008.

Conclusion   To make better progress with representivity of women and people with disabilities, the broader concerns sketched in this chapter will have to be taken into consideration in order to devise effective strategies. The weak alignment between Human Resource Planning, Human Resource Development, Employment Equity Planning and other relevant processes would need to be addressed. In addition, a critical priority is the improvement of coordination between departments themselves, departments and the private sector, and between departments and organisations representing people with disabilities, to ensure better recruitment and selection strategies that complement each other and to create meaningful opportunities for particularly women and people with disabilities.

Conclusion

Better coordination and integration is necessary if government is to effectively address the intricate societal problems that have multiple causes and need a multi-faceted and coherent approach to solve.

South Africa has now embarked on a path to promote outcomes-driven public administration, and this approach inherently requires more coordination and collaboration around the achievement of defined outcomes. Outcomes tend to be long-term in nature, and they often depend on the actions of multiple actors. As more actors become involved in the achievement of an outcome, it can be expected that the challenges associated with 'joined-up' government will also rear its head. This should, however, not discourage government from continuing with what is otherwise a bold initiative. Rather, of importance is to appreciate that this process may not be perfect the first time around, and to build on the capacity of the Public Service to adopt this new approach.

Corruption transcends institutional boundaries, and it is, therefore, crucial for different departments and sectors of society to collaborate to fight it. Structures have been established to promote the coordination of anti-corruption efforts among government departments, and between government, business and civil society. Though important work has been done under the auspices of these structures, coordination has not been optimal. Certain important elements of a National Integrity System are also in place, but synergy between them needs improvement. This is because weaknesses in one part of the system affect the system as a whole, and opportunistic and unethical behaviour flourishes in systems which are unintegrated and uncoordinated.

The manner in which plans are currently constructed makes them weak coordination mechanisms. This is because planning is still largely restricted to the mandates of functionally organised departments and is not done **holistically** around outcomes. The technical quality of plans also limits their use as coordination mechanisms. There is rarely a strategic aggregation of interventions toward a larger and clearly articulated change objective. It remains to be seen whether the new planning processes and institutional arrangements that the Presidency has put in place will obviate these weaknesses.

Development interventions need to be implemented as an integrated package. Invariably, several factors determine a development outcome. These factors need to be considered together and the optimal combination of strategies should then be implemented to ensure the greatest impact. Moreover, the success of the chosen strategies need to be regularly evaluated.

There is still a need to improve the manner in which policy implementation takes place in government, in order to address perceptions as well as incidents of unfairness and inequity. Whilst norms and standards exist in many areas of policy to address these risks, implementation across public institutions is not always uniform. In addition, due to uneven institutional capacity across the spheres of government, the pace at which different geographic jurisdictions manage to redress historical imbalances tends to differ from one area to another. All these call for better coordination of programmes to ensure that government acts as one, and that where there are institutional weaknesses, these are addressed by government as a collective.

If the state could respond to household or community needs in a holistic manner, then the household or community would be a key coordination point. Government has taken many initiatives to establish and maintain an effective link with communities and individual citizens. The effectiveness of these links and feedback mechanisms was, however, at best mixed. Clearly, policy interventions are required to deepen the effectiveness of some of the mechanisms that seek to facilitate the interface between government and the public. However, the manner in which government can make the greatest difference in terms of public participation and responsive service delivery is certainly not through significant policy changes at this stage, but implementation. The capacity and willingness to engage meaningfully with communities and ensure follow up on the issues raised should receive priority.

In South Africa accountability is still focused on departmental mandates and budget votes. From a coordination perspective, the measures currently being introduced to shift accountability towards outcomes are certainly a step in the right direction. By proposing outcomes, government is setting itself up to be measured on a more rigorous and tangible basis, on matters which citizens can identify with. Public servants must understand their accountability obligations in broader

terms, and beyond the standard, departmentally devised and measured indicators. This shift should logically be carried through to the way in which the performance of HoDs is managed through performance agreements.

The performance contracting between the President and Ministers marks a significant milestone in the development of the accountability framework. It is important that the review process is thorough, and that the benefits which accrue from such high level oversight cascade into the departments themselves, thus improving the accountability culture within departments.

As government intensifies the collaborative implementation of its 12 outcomes, the manner in which information is handled and managed would need attention to ensure greater coherence and consistency. Since reporting is now going to be elevated to the level of cross-cutting outcomes (as opposed to just departmental outputs), the discipline to do so in a coherent and credible manner will have to be instilled.

Effective coordination of service delivery inevitably relies on the role played by public officials who have to rise to the challenge of serving as agents of integration. This is all the more pertinent for the new outcomes approach introduced by government, which imply a well-rounded strategic capacity. However, the human resource management function did not adequately support this capacity building. For example, the extent to which skills development programmes led to improved performance and enhanced service delivery is still subject to question. HR Plans lacked credible strategies to attract and retain a competent workforce. Given these challenges, a more concerted effort would be required to optimise potential and performance.

Although pockets of good progress can be found in some departments, the Public Service has generally not performed as expected in the areas of gender and disability representivity. This can in part be attributed to a lack of alignment of Employment Equity plans with credible HR plans, and lack of targeted recruitment strategies. However, there are also concerns that the slow progress with representivity can be due to real constraints, such as a limited pool of skills and the uneven quality of school leavers and graduates. These broader labour market concerns

will have to be addressed in an integrated manner before the Public Service can meaningfully become adequately representative of the South African people.

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