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Welcome to our second edition of the Public Service Commission (PSC) Magazine, PSC News. In his State of the Nation Address on 21 May 2004, President Thabo Mbeki remarked “government is in the process of refining our systems of monitoring and evaluation, to improve the performance of our system of governance and the quality of our outputs, providing an early warning system and a mechanism to respond speedily to problems, as they arise.”

In this edition of PSC News, we put monitoring and evaluation (M&E) systems of departments under the microscope. We highlight, amongst others, the aims and objectives behind departmental M&E systems; systems and procedures involved; results (including cases of good practice); and the impact of their M&E activities.

We hope that departments will use this edition to strengthen their M&E systems by taking lessons from other departments’ experiences with the ultimate objective of improving service delivery.

It has become increasingly evident that departments are beginning to appreciate the fact that an effective M&E system is pivotal towards effective service delivery and that it is a powerful public management tool that can be utilised to improve the way departmental results are achieved.

Monitoring and evaluation is at the core of the mandate of the PSC. This led to the PSC commissioning a study in 2000, to investigate the scope and scale of a possible transversal monitoring and evaluation system that would periodically review the performance of the Public Service. In fact, the PSC amongst others, use their M&E system to compile its Annual State of the Public Service Report. In this edition, we also take a closer look at the PSC’s M&E system, in particular, outlining what it aims to achieve, what it looks at, how it was developed, and what challenges lie ahead.

As mentioned in our Chairperson’s Desk, this edition comes at the time when the PSC celebrates its fifth year of existence. This year saw the first term of most Commissioners who were appointed in 1999 coming to an end. Some Commissioners were re-appointed whilst others decided to pursue other interests.

On behalf of the Editorial Committee, I wish to congratulate Professor Richard Levin, who was a member of our Editorial Committee, for his appointment (effective from 15 July 2004) as the Director-General for the Department of Public Service and Administration.

Welcome to the second edition of PSC News. I do hope that you will find our magazine entertaining and informative.

The theme for this edition is “Monitoring and Evaluation (M&E) Systems”. In pursuit of our M&E mandate, the PSC has made significant progress in terms of its M&E System. We conducted research in ten national departments and selected departments in provincial administrations, namely Western Cape, North West, Limpopo, Mpumalanga and KwaZulu-Natal Provinces. I would like to commend departments and provincial administrations for their cooperation during this process and hope that they will use our recommendations to influence their decision-making. We hope to reach more departments in our ongoing research.

It is encouraging to note that departments use their M&E systems to ensure effective service delivery.

This edition comes at a time when the PSC celebrates its fifth year of existence. In 1999, the new Public Service Commission (PSC) took office under new legislation and in terms of the Constitution of 1996, replacing the old Commission for Administration and the Public Service Commission that was constituted under the interim Constitution of 1993. Since seeing a radical shift in terms of its role and functions, the new PSC has attained the mantle of being the leader and custodian of good governance.

The term of most Commissioners who were appointed in 1999 came to an end. I would like to extend my congratulations to Commissioners who were re-appointed and a warm welcome to the new Commissioners. I also wish Commissioners who were not re-appointed the greatest success for the future.

Once again I would like to encourage you to use this magazine to communicate with us and the rest of the Public Service on issues pertaining to public management, service delivery and anti-corruption.
**THE PSC’S PUBLIC SERVICE MONITORING & EVALUATION (M&E) SYSTEM**

**By Dugan Fraser, Consultant and former Technical Adviser: Monitoring and Evaluation, Public Service Commission**

**Lynette Sing, Director: Public Service Monitoring and Evaluation System, Office of the Public Service Commission**

During the apartheid era, the South African Public Service was run as a centralised bureaucratic entity, with all components using the same processes, procedures and operating according to centrally prescribed norms and standards. This was a result of a political system that was mainly concerned with control. By having standardised work processes, rules could be the same across the board, in all situations and in all contexts. This bureaucratic approach gave rise to a rule-based Public Service culture that discouraged flexibility and made obeying orders more important than meeting citizens’ needs. Since South Africa became a democracy this has changed. In keeping with international trends, we have shifted to a more modern approach whilst retaining a solid administrative base.

As a result of the change, the Public Service is now best understood as a network of separate organisations, with national and provincial departments. Each of these is responsible for their own planning, budgeting, and system controls, based on a sophisticated, shared policy framework requiring each department to have certain policies and functions in place. This includes, for example, appointing financial officers accountable for resource use and requiring departments to adopt their own versions of major Public Service policies such as Human Resource Development. This approach makes it possible for departments to be more flexible, dynamic and citizen oriented. Instead of relentlessly applying centrally determined rules, departments can adjust and adapt, according to the needs of the people they serve and the nature of the service they provide.

There is, however, a downside: Since the Public Service Management Framework is now much less prescriptive and many support services are no longer centrally provided, the demands on individual departments are much greater, especially for managers who must now also take responsibility for issues such as discipline and human resource development. There is now a greater possibility that weak or struggling departments neglect to implement key elements of the Public Service Policy Framework.

As a result of the change, the Public Service is now best understood as a network of separate organisations, with national and provincial departments. Each of these is responsible for their own planning, budgeting, and system controls, based on a sophisticated, shared policy framework requiring each department to have certain policies and functions in place. This includes, for example, appointing financial officers accountable for resource use and requiring departments to adopt their own versions of major Public Service policies such as Human Resource Development. This approach makes it possible for departments to be much more flexible, dynamic and citizen oriented. Instead of relentlessly applying centrally determined rules, departments can adjust and adapt, according to the needs of the people they serve and the nature of the service they provide.

Why was the PSC’s Public Service Monitoring and Evaluation (PS M&E) system created?

In 2000, senior PSC staff realised that while all the work of the Commission is M&E oriented, its projects are mostly discrete, separate initiatives to investigate or research specific issues in certain Public Service organisations. These projects are usually a result of requests by senior government representatives, including the Presidency, Premiers’ Offices, MECs and Heads of Department and are very focused and targeted.

The findings of these projects are useful in understanding and addressing specific issues and often identify problem areas, good practices and usually include recommendations that if implemented will address the problems identified.

PSC staff agreed to investigate the need for a monitoring system that would look at the same issues in all departments, in order for comparisons to be drawn, areas of good practice to be identified and promoted and that areas in which many are struggling may be identified and additional support provided.

What does the system aim to achieve?

The Public Service (PS) M&E system gathers information that can be used to identify areas needing attention, ultimately contributing to improved Public Service performance.

The diagram below shows how this result is to be achieved:
The PS M&E system also makes it a valuable source of information for researchers investigating specific issues. For example, the PSC has an agreement with the Department of Justice and Constitutional Development in terms of which research on implementation of the Administrative Justice Act is shared with their Task Team responsible for promoting this important piece of legislation. It does this by defining a performance indicator for each principle and then assessing the performance of departments in terms of that indicator. The following are the performance indicators for each principle:

Constitutional Principle | Performance Indicator
--- | ---
A high standard of professional ethics must be promoted and maintained. | Cases of misconduct are deals with effectively and promptly.
Efficient, economic and effective use of resources must be promoted. | Expenditure is according to budget. Programme objectives are achieved.
Public Administration must be development oriented. | The Department effectively develops programmes that aim to alleviate poverty.
Services must be provided impartially, fairly, equitably and without bias. | The Department is making concerted effort to move towards compliance with the provisions of the Administrative Justice Act (AJA).
People’s needs must be responded to and the public must be encouraged to participate in policy-making. | The department facilitates public participation in policy-making.
Public Administration must be accountable. | Adequate internal control is exercised over all departmental financial transactions. Fraud prevention plans, based on thorough risk assessments, are in place and implemented.
Transparency must be fostered by providing the public with timely, accessible and accurate information. | The departmental annual report meets the required standard and thereby facilitates transparency.
Good human resource management and career development practices, to maximise human potential, must be cultivated. | Vacant posts are filled in a timely and effective manner. The Department complies with the provisions of the Skills Development Act.
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. | Departments are representative of the South African people and diversity management measures are implemented.

What does the system look at?

The South African Constitution lists nine basic values and principles that should govern the Public Service. The PS M&E system looks at the extent to which Public Service departments comply with these principles.

A key element to this process was defining performance standards for each indicator, so that researchers know exactly what constitutes performance for each principle.

The PS M&E system provides much of the information used in the Report and is a valuable source of information on trends and developments in the Public Service.

The revised assessment framework was presented to a large consultative workshop in which representatives of provincial governments and of national departments participated and their suggestions and comments sought. The M&E system was put in place through a number of different phases, the first of which was an assessment project to consider the need for such a system and to scope what it should look at and how it could be structured. This initial exercise concluded that such a system would be useful to the PSC and its stakeholders and recommended a tentative, incremental approach that would involve building the system up over time, focusing on manual processes before applying technological solutions.

This first phase also recommended using the nine Constitutional principles governing the Public Service as the framework for assessing performance.

A key element to this process was defining performance standards for each indicator, so that researchers know exactly what constitutes performance for each principle.

What happens next?

The next phase involves shortening the overall process so that reports can be delivered more quickly and thus be of more use. Another important step is to return to departments with completed research, to assess what impact the system and its reports has had, and the conducting of a new cycle of research so that patterns and developments can be identified and analysed.
The PSC has the commendable decision to build its internal capacity to own and use the PS M&E System. However, key issues of outreach arise. The PSC would like to increase the number of departments currently included in the research phases, especially at provincial level, where research is indicating that greater support is required. With the limited number of researchers currently available, with varying levels of M&E experience, this will not be possible. It therefore, remains a challenge for the PSC to creatively consider alternative options as to how it will address this important area.

The PSC’s PS M&E System encompasses at least as many sub-disciplines of Public Administration as the number of Constitutional values and principles that form the ‘spine’ of the system. It, therefore, becomes imperative for researchers to have a good understanding and grasp of these diverse areas of Public Administration. To ensure a higher level of knowledge and a measure of expertise in these areas, a duty is placed on the PSC to positively build this capacity. Amongst many initiatives undertaken thus far, the PSC, in collaboration with the German Technical Co-operation Agency, the Justice College, the NA Law Commission and the Department of Justice, has ensured that all researchers undergo intensive ‘train-the-trainer’ training in respect of the Administrative Justice Act.

In his State of the Nation Address, the President firmly emphasised the importance of M&E for the Public Service. The challenge, therefore, for all Public Service managers is to embrace this discipline and to effectively use it as a vital management tool. In the context of this increasing recognition of the significance of M&E, much more capacitating will be required in the months and years to come, not only for PSC’s researchers, but also for other departmental officials in the area. To its credit, the South African Management and Development Institute (SAMDI) has already recognised the increasing significance of M&E for the South African Public Service. A workshop for critical engaged on M&E was held earlier this year for SAMDI’s top management team, the PSC, National Treasury and other key stakeholders. The PSC looks forward to further engagement with SAMDI and others on capacity building and training strategies for the Public Service and other role players.

The PSC undertakes research in many different areas of Public Administration. In some instances, researching the same sector but using different methodologies and from different perspectives. Research areas include Head of Department Evaluations, Programme Evaluations, Organisational Restructuring, Citizen Satisfaction Surveys and Citizen’s Forums, amongst others. This approach is very useful for the PSC as it allows for a ‘richness’ in the research approaches and data gathered. It also allows for triangulation of research data and findings.

Whilst the PSC has developed close links with a limited number of research institutions and academics in this field of work, the PSC will actively seek to strengthen its role by building new research partnerships, building the capacity of the PSC, research and other fields of research, as this can contribute to a greater understanding of this complex and controversial discipline.

Conclusion: Lessons learnt from this process
This experience has shown that valid, accurate and reliable research findings are of no value without a constructive relationship between the department being researched and the agency doing it. A positive relationship helps to ensure that findings are valued and recommendations are implemented. Without a good relationship, there is a serious risk that the research reports will simply be filed away without being put into practice.

Another lesson is that researchers should be dedicated to this research. The initial strategy of using researchers with other major responsibilities led to conflicting priorities and slowed the process down significantly.

The process has also shown the importance of conscientious, rigorous project management, in this case at Director level. Undertaking such research is complex and challenging, and can become unwieldy and ineffective unless tightly managed.

Another practical lesson is the need to be careful when choosing performance indicators. A major consideration needs to be accessibility to information. Should obscure information be required, the data collection phase becomes unbearably difficult for researchers.

Experience has shown the importance of recognising and appreciating the limitations of the research. For example, a national department identified via the system as performing well, was identified by National Treasury as performing poorly, but from a resource management and control perspective. The picture painted through this research is not the only way of assessing departmental performance. It may be necessary to supplement this analysis with other assessments that look at different issues for a fuller picture to emerge.

Finally, it is important to note that international studies have shown that designing and building M&E systems such as the PSC’s will take many years to develop, refine and perfect. Whilst the PSC is keen to forge ahead with the system, it recognises that further refinements and greater consideration of the implementation implications will be required. Notwithstanding the above challenges, the PSC remains committed to the system as it believes that it has an M&E design that is tentatively showing promising results.

In his State of the Nation Address, the President firmly emphasised the importance of M&E for the Public Service.
Greater scrutiny of budgets, in particular ensuring that expenditure is in accordance with departmental budget estimates.

Learning opportunities, as strengths and weaknesses are identified and pointed out.

The benefits of M&E are too many to be ignored. There can be no areas that are sacrosanct, and which will not be subject to scrutiny and examination. This may mean shifting the balance of power, introducing tensions and illuminating dark areas, but in the final analysis it sharpens the notion of accountability. As Patton (1997) notes, many an evaluation report has resulted in key decisions being made, with both organisational and personal implications. Its effectiveness depends on the commitment of the users of evaluation results to ensure its use. Use, as Patton has argued is not an "abstraction", but "concerns how real people in the real world apply evaluation findings". The imperative to become utilisation-oriented and useful should not override the recognition that evaluation causes tension and uncertainty in organisations, because it is "an intervention that causes ripples in the life of an institution". Trimming the delicate balance between intrusions and providing "developmental advice" has been a huge challenge for the Public Service Commission in South Africa in exercising its mandate.

Irrespective of what perspective one adopts on M&E, certain key issues emerge, which are linked to broader issues of democracy. It has been widely documented that given the political nature of M&E, the political context influences the practice of M&E in very fundamental ways. It is not possible to separate the context of exercising its mandate from the political context in which it occurs.

One of the debates around M&E in practice is whether M&E should be done internally or externally. There are, of course, arguments for both. The school that argues that M&E is a management tool tends to emphasise that it must be done internally, as there would be greater buy-in. Adherents to this perspective also see M&E as primarily trying to promote organisational learning. There is also the perspective that argues that M&E needs to be independent, as vested interests within organisations present any objective assessment of the situation. These take the form of commissioned evaluations, or those that are done by mandated organisations such as the PSC.

In practice, there is a need and room for both to operate. Ideally one would prefer a situation where M&E becomes an integral part of an organisation, and is done voluntarily. But if one were to adopt an accountability perspective, one also needs to ensure that evaluation plans are developed simultaneously with projects, rather than after the fact. One needs to shift from the belief that assessments should be considered at the end. This is because any programme implementation requires on-going monitoring, the quality of which affects the eventual evaluation. The thorough interrogation of business plans ensures that budgets are properly aligned to outputs. It is important in the programme context that issues such as Key Performance Indicators (KPIs) and Means of Verification (MOV) are identified and understood, as these drive the particular practice. Much of this may appear to be daunting even as far as monitoring effort, but more time and cost is wasted on fixing failed projects. Some of the benefits likely to emerge from proper M&E are:

- Improved internal communication by communicating, to whom, for what purpose, and how will this be tracked?
- Addressing the all embracing and often intimidating question of "So What?"
- The Annual Reports of government departments have changed significantly over the past few years, from largely glossy and promotional publications to accountability documents. A sharp emphasis is now on progress against plans, and reasons for any variations. A review of the format of Annual Reports by the PSC clearly shows that these allow for clearer assessments of departmental performances than those of the past.

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Introduction

As we celebrate ten years of freedom, particularly the achievements we have thus far gained in putting our country on the correct trajectory of social transformation, economic growth and development, the biggest challenge we take forward into the next decade, is the task of consolidating our gains particularly in the area of service delivery.

Most importantly, we must improve on M&E for the benefit of improving service delivery. Key to the second decade, will be the amplification of the implementation of service delivery programmes and projects, therefore, the need to tighten up on M&E practices. As the Office of the Premier, we approach this second decade aware of the task ahead to sharpen our skills in M&E. Accordingly, we aim to improve on the performance of our system of governance and the quality of our outputs, providing an early warning system and a mechanism to respond speedily to problems, as they arise.

The government is also in the process of refining our system of Monitoring and Evaluation, to improve the performance of our system of governance and the quality of our outputs, providing an early warning system and a mechanism to respond speedily to problems, as they arise”.

President Thabo Mbeki, State of the Nation Address, 21 May 2004.

Aims and Objectives

Monitoring is a process applied to ensure that the desired outcomes of a project are achieved. A generic definition of evaluation is that it is the process of determining whether the desired outcomes of a project have been achieved. Impact analysis is another form of evaluation, which determines the effect of the project. For example, an electrification project brings energy to households, however, the impact thereof is increased productivity, which is brought about by more working hours as a result of the availability of light.

There are many tools applied in M&E. They range from monthly reports to the more sophisticated automated systems, which can generate detailed comprehensive reports at the touch of a button. Regardless of the source, the value of such reports is their ability to present a clear picture of how well, or not well, the process toward the desired outcomes is progressing. The reports also provide an opportunity for early intervention as and when the need arises.

Whereas every department of the Provincial Administration is expected to have line function M&E systems and mechanisms in place, institutionally, the responsibility of the Office of the Premier is to sharpen the skills in M&E and capacity. Commission and the development of an evaluation culture and capacity. Paper presented at the Malaysian Evaluation International Seminar, 3 April 2004, Public Service Commission.

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The Special Sessions:

i. Evaluation in a Culturally Diverse World
ii. Re-thinking Development Evaluation in the African Context
iii. Developing Evaluation Capacity in Africa

The Technical Strands:

i. Innovation in M&E Methods and Approaches in Africa
ii. Community-based M&E
iii. M&E for Good Governance
iv. M&E, NEPAD and other Regional Initiatives
v. M&E and Poverty Reduction
vi. M&E for Conservation and Sustainable Development
vii. M&E in Education
viii. Gender and Rights-based M&E
ix. M&E and HIV/AIDS
x. M&E and Health

The main objectives of the conference are to:

- Stimulate and plan for renewal in evaluation in Africa,
- Debate, develop and demonstrate the role that evaluation should play in promoting democracy, good governance and effective development in Africa,
- Showcase African evaluation expertise and achievements,
- Create a forum for the interaction of representatives from various sectors,
- Provide opportunities for sharing technical expertise and insights between Africans and international specialists,
- Build capacity on the continent among evaluators and their clients, and
- Encourage a better understanding of the articulation in Africa between evaluation theory and practice, and development theory and practice.

Some of the strands for the conference are:

M&E AS APPLIED BY THE MPUMALANGA PROVINCIAL GOVERNMENT PARTICULARLY THE OFFICE OF THE PREMIER

By Adv. Stanley Soko
Director-General: Mpumalanga Province
Systems, Procedures and Results

The Office of the Premier employs the following mechanisms in fulfilling its mandate of M&E:

- **Alignment of Strategic Plans**
  The first point of ensuring that the basics are correct for effective M&E, the Office of the Premier assists departments in the development of their respective strategic plans. This is done to ensure that planning takes place as per prescribed norms and standards articulated elaborately by established frameworks such as Treasury Regulations, Public Finance Management Act (PFMA) and Public Service Regulations.

- **Expenditure Analysis and Physical Verification**
  This takes place once project implementation begins and the allocated budgets are expended.

  The monitoring system currently in place is manual. It is a combination of monitoring, using monthly and quarterly expenditure reports, as well as, conducting quarterly physical verification of projects. The rationale behind the latter process, is to ensure that implementation is in accordance with strategic plans submitted.

- **Monthly One-on-Ones**
  In order to ensure that departments remain on track in terms of the implementation of their plans as established during the strategic planning processes, once a month, the Premier holds one-on-one meetings with the Member of the Executive Council and the respective head of the department and the Director-General. Such meetings are valuable in the sense that they offer the Executive the opportunity to assess at a higher level of accountability, progress in implementation.

- **Mid-Term Expenditure Review Session**
  The Provincial Treasury is responsible for ensuring that departments spend within their allocated amounts and that there is no fruitless expenditure. To this end, the Provincial Treasury also carries out inspections on capital projects that are undertaken by departments. The mid term expenditure review session is invaluable because it does bring to the fore the potential challenges of over or under expenditure at a departmental level as well as on a provincial level. Such early warning indications provide the Executive Council with an opportunity to prescribe corrective measures and interventions.

**Conclusion**

The M&E system currently in use by the Provincial Government as indicated earlier, is manual, and as such has serious limitations in that the process of compiling reports and the analysis thereof is laborious. Furthermore, information is not integrated, nor available on demand, and hence has a negative impact on the amount of time it takes for corrective measures to be put in place.

We live in an age of super-highways, where at a click of a button the distance travelled by information between Moscow and South Africa is reduced to seconds and Internet chat rooms connect people worlds apart. It is apparent that in tightening our M&E in order to meet the imminent demands of the second decade, the Office of the Premier must rapidly migrate to a system that is commensurate with monitoring a rapacious implementation of service delivery programmes and projects.

The envisaged system must be easy to use, be able to conduct both qualitative and quantitative analysis as well as be able to integrate with other applications currently in use. Above all, such a system must promote institutional effectiveness and support the decision-making process of the Executive Council.

Speaking at the Provincial Legislature on the occasion of tabling the budget and policy speech of the Office the Premier on the 28th July 2004, Premier Thabang Makwetla said “To improve the capacity of the Office of the Premier to discharge its duties in an efficient and effective manner. Monitoring is also done to determine how well equipped departments are (i.e. do they have adequate infrastructure?) in order for officials to optimally perform their duties.

The Directorate also does M&E activities for other directorates, for example, it monitored the Child Protection Week on two previous occasions. This type of monitoring, however, is done on an ad hoc basis and does not follow stringent norms and standards. These activities are, however, conducted on an ad hoc basis and do not follow stringent norms and standards.

The M&E Directorate engages mostly in monitoring activities, and seldom undertakes evaluation activities. It only conducts diagnostic evaluation studies if and when the need arises. The Directorate has, for example, conducted a study on the reasons volunteers are not equipped with skills training in order to be attractive to the labour market as this is a prerequisite for volunteers. Part of the aim of this study was to make policy recommendations to ensure that volunteers receive the necessary skills training.

**Aims and Objectives**

The Service Delivery Monitoring tool is based on the norms and standards formulated by the Social Security Branch. Department officials and service providers are expected to adhere to these norms and standards which deals with issues such as:
The research instrument is to visit 70 000 households in 45 communities nationally, as it is believed this would give a better indication of each type of grant that is accessed and how much they paid for products. They are expected to do this for two-month cycles after which diaries would be collected.

The Impact Monitoring tool will be piloted in the near future. It is hoped that both monitoring activities would be undertaken annually and that the data gathered would result in policy recommendations, which would enable the Social Security Branch to make appropriate amendments to policy, planning, systems and products.

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The National Department of Housing has over the past few years, developed a substantial M&E capacity for its policies and programmes. This capacity monitors the performance of the Housing Policy with its several programmes, evaluates its impact, and assesses the performance of the eight Housing Institutions attached to the Department.

The unit has since developed an M&E Framework (plan) that is used as a tool to ensure increased collection of feedback/information on housing development interventions currently being carried out by the Provincial Departments of Housing and the municipalities. M&E Frameworks are recognised internationally as essential aspects of good governance to improve development effectiveness, transparency, accountability and informed decision-making. Deliberate and systematic evaluation of projects, programmes, initiatives and policies is therefore, essential to improve performance accountability, enabling lessons to be learned from experience, encouraging policy refinement, as well as the enhancement of public goods being delivered to the members of the public (in this case, housing beneficiaries).

Evaluation is also a tool for public sector reforms. The ultimate success of evaluation depends on how well planners and decision makers utilise evaluation findings and lessons learned to improve policy formulation and planning. It is therefore, imperative that a link is established between policy formulation, reform, planning and budgeting and/or fiscal allocation in general.

The implementation of an M&E Framework, therefore, assist the National Department of Housing in keeping track of policy implementation processes as they unfold through a number of projects being executed at various municipalities in all nine provinces. Our monitoring capacity also provides immediate feedback, to provinces and municipalities alike, on the effectiveness and shortcomings of their interventions, such as project implementation challenges, best cases, resource utilisation and allocations, beneficiary opinions, etc.

Monitoring Processes of the Department

The Department compiles four quarterly M&E reports which are largely based on occasional direct deployment of National staff to projects sites at various municipalities (or provinces) on an on-going basis, short-string evaluations performed occasionally under time, budget and resource constraints, as well as on evaluation surveys conducted over several months within a financial year. These efforts certainly minimise the time lag and frustration of beneficiaries and citizens in general, as a result of their problems taking much longer to be resolved. During the financial year 2004/05, the monitoring function will be augmented by targeted information booklets to assist beneficiaries with information regarding how and where to direct inquiries, problems regarding housing, etc.

M&E Indicators

The M&E Framework uses a wide range of performance indicators, ranging from input indicators (tracking resource allocations), output indicators (numbers of houses delivered), outcomes indicators (degree of usage of houses acquired) and impact indicators (socio-economic goods directly linked to Housing interventions/or rather counterfactual, i.e. what would the situation of beneficiaries be like if such housing developments did not take place). These indicators are already used by multilateral agencies such as U.N.-Habitat, The World Bank, and Organisation for Economic Cooperation and Development, etc.

Key Developments in the Past Decade

Since 1994, the housing stock in the low cost market has increased by over 1.6 million units, largely as a result of a deliberate Government policy that has been driven by the National Department of Housing, and put into operation by Provincial Departments of Housing and municipalities. Over the same period, about 1.6 million South African households gained new shelter and security of tenure through the Government’s Housing Subsidy Scheme, translating to over 60 million un-housed citizens being housed. The table below shows an incremental breakdown of beneficiaries per province over the past 10 years of democracy.
Goals, Objectives and Indicators of the Department of Health

In 1994, following widespread consultation, the African National Congress published the Reconstruction and Development Framework for the National Department of Health to identify health priority areas and formulate health goals and objectives.

In 1995, provinces conducted workshops involving government and non-governmental organisations, community based organisations, academic institutions, and other partners to develop recommended provincial health goals, objectives and indicators.

The national Year 2000 Health Goals and Objectives were initially compiled under the auspices of the National Health Information System Committee (NHIS/SA), which was a sub-committee of the Provincial Health Restructuring Committee (PHRC). The objectives and indicators were based on the priorities of the RDP, recommendations of the health committees convened by the Minister of Health, and from provinces. These recommendations were reviewed based on adherence to RDP priorities; the relationship to the provision of comprehensive and integrated services at all levels of health service delivery; and, commitment to primary health care principles.

Challenges that Lie Ahead

Despite these achievements and selfless effort by all housing stakeholders including the various Departments of Housing, officials and politicians alike, some of the challenges that faced this Government when it took office in 1994 still remain unaddressed. This is evident especially in the slow pace in which settlements patterns influenced by racial divide, are transformed. Our quest to developing safer and healthier integrated human settlements free from social crime and endemic poverty, as well as mobilising private finance to the traditionally red-lined township zones, remains landmark challenges to our society. Although green fields appear to be the cure-all to our socio-economic ills, their inability to integrate human settlements, as well as raising collateral capital, remains major challenges to our policies and development agenda.

The housing backlog remains an ever-shifting target we do not seem to be arresting. In 1994, the White Paper on Housing cited the backlog at 1.5 million. Despite our high- geared housing delivery momentum in the last decade, the housing backlog has since increased to 2.4 million in 2001. At an average household size of 5.5 persons, about 9.1 million people, (representing 20.3% of the total population of 44.8 million) are, therefore, not adequately housed (i.e. not housed or under-housed).

Conclusion

The need for improved housing delivery with quality placed in the midst of our delivery mechanisms has long been stated. In her recent budget speech, Minister Lindiwe Sisulu unequivocally stated her determined intention to embark on a massive informal settlement-upgrading programme. This will be aimed not only at providing adequate dwellings, but also at providing integrated social services to poorer communities to ensure that the quality of life for all citizens is systematically improved. This will be achieved by ensuring that destitute communities not only receive houses, but other critical services (water and sanitation, health, electricity, access roads, etc).

This integrated programme will therefore, undoubtedly put enormous pressure upon our limited M&E capacity. Our immediate challenge is therefore, to immediately draw functional and effective output and outcome performance indicators, of all policies and programmes. This is an enormous challenge that the Department will seek to meet.

The aims of the M&E Unit of the Department of Health is to act as a coordinating centre for other Directorates and provinces in order to assist them to monitor and evaluate progress and impact of health programmes/service delivery through the development of Health Goals, Objectives and Indicators (HGOIs).

The unit focuses its M&E tasks on five key areas which include health status, financing, human resources, quality providers and user assessments, and health systems development.

By the Monitoring and Evaluation Unit, National Department of Health

Table 9.1 Houses completed or under construction: April 1994 to March 2000

<table>
<thead>
<tr>
<th>Province</th>
<th>1994/95</th>
<th>1995/96</th>
<th>1999/00</th>
<th>2000/01</th>
<th>2001/02</th>
<th>2002/03</th>
<th>2003/04</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>63,393</td>
<td>20,645</td>
<td>34,021</td>
<td>10,816</td>
<td>98,662</td>
<td>27,119</td>
<td>214,386</td>
<td></td>
</tr>
<tr>
<td>Free State</td>
<td>48,434</td>
<td>7,177</td>
<td>16,088</td>
<td>7,005</td>
<td>9,155</td>
<td>16,746</td>
<td>104,605</td>
<td></td>
</tr>
<tr>
<td>Gauteng</td>
<td>185,833</td>
<td>49,884</td>
<td>38,947</td>
<td>46,235</td>
<td>24,341</td>
<td>69,034</td>
<td>589,365</td>
<td></td>
</tr>
<tr>
<td>Kwazulu-Natal</td>
<td>149,126</td>
<td>28,597</td>
<td>28,547</td>
<td>14,379</td>
<td>24,485</td>
<td>33,668</td>
<td>279,202</td>
<td></td>
</tr>
<tr>
<td>Limpopo</td>
<td>49,790</td>
<td>12,601</td>
<td>20,996</td>
<td>16,667</td>
<td>14,951</td>
<td>15,810</td>
<td>130,577</td>
<td></td>
</tr>
<tr>
<td>Mphumalanga</td>
<td>47,595</td>
<td>4,808</td>
<td>16,457</td>
<td>14,584</td>
<td>21,649</td>
<td>21,232</td>
<td>126,325</td>
<td></td>
</tr>
<tr>
<td>Northern Cape</td>
<td>13,821</td>
<td>2,600</td>
<td>4,188</td>
<td>2,588</td>
<td>6,096</td>
<td>9,787</td>
<td>33,000</td>
<td></td>
</tr>
<tr>
<td>North West</td>
<td>60,631</td>
<td>12,944</td>
<td>14,109</td>
<td>13,885</td>
<td>23,784</td>
<td>10,484</td>
<td>135,837</td>
<td></td>
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<tr>
<td>Western Cape</td>
<td>103,730</td>
<td>26,916</td>
<td>17,730</td>
<td>16,634</td>
<td>20,502</td>
<td>15,735</td>
<td>201,245</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>721,183</td>
<td>161,572</td>
<td>190,643</td>
<td>143,281</td>
<td>203,588</td>
<td>193,165</td>
<td>1,614,712</td>
<td></td>
</tr>
</tbody>
</table>

Source: ABS Housing Stats, April, 2004, National Department of Housing
The vision of the Ten Point Plan is "a caring and humane society in which all South Africans have access to affordable, good quality health care".

During 2000, the Department and other stakeholders began a process of aligning the Health Goals, Objectives and Indicators with the Ten Point Plan and other important strategic goals in aligning the Health Goals, Objectives and Indicators considerations were given to the following Ten Point Plan priorities:

- Reorganisation of Support Services,
- Legislative Reform,
- Improving Quality of Care,
- Revitalisation of Hospital Services,
- Speeding up Delivery of the
- Decreasing Morbidity and Mortality
- Through Strategic Interventions,
- Improving Communication and Consultation within the Health System and between the Health System and the Communities we serve, and
- Strengthening Cooperation with our International Partner(s).

The transformation of the Health System and resulting improvements in health status will not be accomplished easily or quickly. Therefore, health objectives and indicators would be reviewed regularly, based on up-to-date information, and revised if appropriate. Efforts of the Department of Health to develop achievable, reliable and measurable health goals and objectives are not an end in itself but a part of a bigger process to improve the health status of South Africans.

Monitoring and Evaluation Framework

The Department of Health has adopted a log framework, which includes input, process, output, outcome and impact indicators to track and monitor progress in attaining central goals of equity, access, effectiveness, efficiency, quality, etc. However, there are challenges in the ability of the Health System to collect these broad data sets and summarise the information appropriately.

The new M&E Unit is responsible to develop an appropriate M&E framework. The Unit’s programme gives appropriate attention to the overall Health System performance focusing on several manageable areas. Within this broad framework, indicator information will be collated to assist in answering important planning and policy questions.

The extent to which there is satisfaction with quality of services or responsiveness reflecting satisfaction of users as opposed to assessments by providers on the quality of services is an important element of monitoring.

The several branches include:

- Monitoring of Health Objectives, and
- Monitoring of Programmatic Indicators.

Key programme areas of focus include Quality of Care, HIV/AIDS, TB and Sexually Transmitted Infections (STIs), Child, Youth and Adolescent Health, Women and Reproductive Health, Malaria Control, and Substance Abuse and Mental Health, Chronic Diseases, and other priority areas as outlined in the Ten Point Plan of the Department of Health.

Functions of the Health System

Other principles adopted by NHLS/SA are as follows:

- Health Data to be used at the point of data collection,
- Public Health Authorities effectively utilise existing data,
- Proposed National Objectives may be supplemented with others at Provincial and District levels based on local health conditions, and
- National Health Goals, Objectives and Indicators represent consensus among National, Provincial, and District Health administrations.

Potential indicators were evaluated according to criteria that they satisfy requirements for validity, reliability, sensitivity, specificity, simplicity and programme relevance, and that they adhere to International Standards.

Draft Health Goals and Objectives were circulated widely and published for public comment in the document Towards a National Health System. After reviewing the public comments, the proposed Year 2000 Health Goals, Health Objectives and Indicators were finalised and published in the White Paper for the Transformation of the Health System in South Africa.

The Year 2000 Health Goals, Objectives and Indicators listed over 80 health objectives in 19 health priority areas. They included approximately 22 objectives related to improving health status (e.g. reductions in child mortality and morbidity), 5 objectives related to changing health risk behaviours (e.g. increases in breast feeding), 11 objectives relating to improvements in health services (e.g. increase access to comprehensive health services), and 24 objectives relating to developing health policies (e.g. promote uniform occupational health and safety legislation).

After the 1999 elections, the Minister of Health, Dr Manto Tshabalala-Msimang and the nine MECs for Health and Representatives of Local Government adopted the Ten Point Plan as the Health Sector Strategic Framework for 1999 - 2004. The vision of the Ten Point Plan is "a caring and humane society in which all South Africans have access to affordable, good quality health care". The mission is "to consolidate and build on the achievement of the past five years in improving access to health care for all and reducing inequality, and to focus on working in partnership with other stakeholders to improve the quality of care of all levels of the Health Systems, and especially preventive and promotive health, and to improve the overall efficiency of the health care delivery system".

The World Health Organisation’s World Development and Management, the World AIDS Conference, World Trade Negotiations, World Summit on Sustainable Development (WSSD), and United Nations General Assembly Special Session (UNGASS) Commitment of Declaration on HIV/AIDS.

The Year 2000 Health Goals, Objectives and Indicators document is one of our first attempts to set up a framework of achievable goals, realistic objectives and measurable indicators to monitor progress in the implementation of goals and functions of the Health System. We consequently had been able to effective-ly contribute to initiatives such as the Monitoring Task Team of the NPA, End Decade Report and State of Nation’s Children Report.
The M&E Unit (MEU) is a sub-directorate located at the Cluster Health, Information and Evaluation. The MEU was founded in 2000 against a backdrop of increasing emphasis on the importance of M&E.

Key performance areas of the MEU are structured around:
- Monitoring of Health Outputs and Outcomes,
- Developing Mechanisms to Monitor Health Systems/Subsystems Performance,
- Data Management, Manage MEU Database and Prepare Reports,
- Managing Reporting Systems of various Projects which comprise Health Systems Indicators and Indicators from Key Programmes in the Department,
- Refining and Implementing Monitoring Tools,
- Providing M&E Technical Support,
- Liaising with Government Departments, External and Internal Agencies, and
- Commissioning Out and Reviewing Evaluation Reports.

Some highlights of activities and projects in the MEU include amongst others:
- Revision and Aligning of the Health Goals, Objectives and Indicators with 10 Point Plan and other Policies,
- Compiling a Health Status Report,
- Participating in the Development of Social Sector Indicators,
- Assisting in Development of Indicators for M&E of various initiatives of the Department,
- Supporting Post Health Summit Process,
- Coordinating the Preparation of the First Progress Report on United Nations General Assembly Special Session (UNGASS) Indicators,
- Assisting the PSC with its M&E Project in the Department,
- Providing Technical Input for Planning of the 4th Biennial PHC Facilities Survey,
- Coordinating the Department’s Input on the 10 Year Review, and
- Co-hosting a Workshop in March 2001 on Priorities for Analysis of Health Inequalities in South Africa with WITS Centre for Health Policy.

Monitoring looks at what is being done whereas evaluation measures what has been achieved or what impact has been made.

Why M&E?
The Public Finance Management Act, Treasury Regulations, Medium Term Expenditure Framework and Government Planning Cycle place a strong emphasis on monitoring, evaluation, and reporting.

M&E are not new concepts in the field of health. The two are complementary, but separate functions which often serve distinct purposes.

Monitoring looks at what is being done and evaluation measures what has been achieved or what impact has been made. 

What is Your Role in M&E?
The primary objective of any M&E system is to provide a mechanism for everyone to firstly monitor the effectiveness of their functional contribution to realising the Strategic Delivery Objectives of the organisation, and, secondly, to evaluate the quality of the delivery in terms of realising the Strategic Outcome (qualitative) Objectives.

The Department’s system was, therefore, intended to be of use not just internally, but to all participants in the Water Sector as a whole. However, to be able to serve the sector, users must understand the overall M&E process and be able to access information that is useful and suitable to their purpose.

Some of the challenges in creating proper monitoring and reporting mechanisms are the effective use of performance management agreements and integrating existing datasets to track inputs, outputs and outcomes to see whether these are moving towards reaching intended goals and objectives. Data warehousing is an important tool for storing and further analysis of monitoring information.

The Department of Water Affairs and Forestry’s Community Water and Sanitation Programme, which has delivered water supply to ten million South Africans since 1994, is a flagship for the first decade of democracy. Although the programme has now been devolved to municipalities, the approach to Monitoring and Evaluation (M&E) was key to its success.

Background to M&E development in Water Services

Water Sector Delivery Path Perspectives

The following diagram illustrates the differing M&E perspectives required by various sector-players involved along the Service Delivery Path at various stages:
In order to understand the M&E requirements of the “overlapping” business areas, one must have a clear understanding of their primary purpose.

The Service Delivery Paths that deliver the Services, Products or Outputs, each consist of a chain of events or functional components. This chain of functions collectively delivers an Output, which can be measured in terms of quantity and budget. The “overlapping” business areas, however, influence the way the various functions on the Path are carried out in order to bring about an Output with certain Qualities, thereby achieving an Outcome, which is in line with the Strategic Objectives.

The M&E requirements of the “overlapping” business areas are therefore, to monitor the successful incorporation of Critical Outcome Criteria into Service Delivery Path functions so as to positively influence the eventual quality of the Output in terms of achieving the desired Outcomes. In many ways, these are the most important because without their effective influence on the Service Delivery Processes, the Strategic Goals will not necessarily be realised or sustained.

This required a paradigm shift from an “Output Quantity” to an “Outcome Quality” perspective in the approach to M&E.

Monitoring the effect of Cross-cutting components on Service Delivery Outcomes

Since 1994 Government’s Strategic Goals have become more focused on the impact its services have on the lives of the whole population of South Africa. This has led to the establishment of various “overlapping” business areas with the aim of ensuring impact sensitivity and awareness of the “soft issues” in the delivery of Services and Products.

At the Strategic level, Legislation and Policy are defined and Parameters, Guidelines and Objectives are passed to the Tactical Planning level where Implementation Plans are designed according to these and within the budget. These Implementation Plans are then passed on to the operational level to be carried out and maintained.

Historically DWAF was responsible for the complete Service Delivery Path from Strategy through Tactical Planning to Operational Management. Consequently, it owned all data sources necessary for its management reporting requirements.

Still, as responsibility for certain functions shifted to Local Government, these were no longer under its control.

The new role-players, at various positions along the Service Delivery Path, had different information needs and needed to be convinced of the value of generating the information required by their counterparts. Accordingly, the design of the M&E Framework and the systems that support it had to be such that it served the Water Sector as a whole whilst catering for the individual perspectives of the various players contributing to it.

"Overlapping" Critical Outcome Criteria influence the way things are carried out in order to bring about the desired outcome in line with Strategic Objectives

“Overlapping” business areas are therefore, to monitor the successful incorporation of Critical Outcome Criteria into Service Delivery Path functions so as to positively influence the eventual quality of the Output in terms of achieving the desired Outcomes. In many ways, these are the most important because without their effective influence on the Service Delivery Processes, the Strategic Goals will not necessarily be realised or sustained.

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From this, we derived the following Service Delivery Paths:

- Basic Water Supply
- Basic Sanitation
- Water and Sanitation Services

and the overlapping components from "the Outputs we want to achieve as a result of how we deliver them".

Take for example the first Sector Goal:

- "All People living in South Africa have Access to an Appropriate, Acceptable, Safe and Affordable Basic Water Supply and Sanitation Service."

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and the overlapping components from "the Outputs we want to achieve as a result of how we deliver them".
The fundamental reason for the M&E system was to provide all role-players with a clear understanding of their individual effectiveness in achieving the Sector’s strategic goals.

This was achieved by applying every aspect of the strategic vision to all the functions of the role-players involved and defining each business unit’s functional role and performance indicators required.

A framework was then drawn up showing the relationship between the information generated as a result of the day-to-day functions of each role-player and the information needs of others.

In its new role as water services regulator, the Department is currently facilitating a number of cross-departmental initiatives to align information needs and descriptors which will result in a sector-wide, purpose-focused, M&E system serving the needs of all involved.

The M&E sub-directorate falls within the Strategic Support and Performance Measurement Unit. The M&E unit became fully functional in January 2004 with the appointment of a Portfolio Manager. The province has been monitoring the programmes in the past years but there have been no coordinated systems in place. The M&E Unit is in the process of developing a system to monitor performance in conjunction with the Premier’s Office.

MEC’s Quarterly Reviews
These are done by the Programme Managers and the Districts, compiling the required information to the M&E unit. The unit then compiles the report and packages it for presentation by the Head of Department (HoD), Chief of Operations (COO) and Chief Financial Officer (CFO) three weeks after the end of the quarter.

The Premiers commitments are also presented. The resolutions for the next 3 months are tabled for the Executive Managers to implement and report on in the next Quarterly Review.

Treasury reports
Budget Statement 2 Vote 4 are compiled from all Programme Managers and sent to the HoD and MEC to sign before being sent to Treasury. These are also discussed at the MEC’s quarterly reviews.

The annual report to Treasury and the National department
At the end of the financial year, all Programme Managers submit their annual performance reports to the M&E unit to compile the Departmental Annual Report. The achievements are based on the set targets as in the Strategic Plan for the Financial Year.
The Aims and Objectives of The Department of Land Affairs' M&E Directorate are to:

- Monitor and Evaluate the Performance of Land Reform Programmes,
- Conduct Qualitative and Quantitative Research that will Support the Implementation of Policy and its Revision,
- Conduct Research and Impact Assessment Studies and Conduct Specific Programme Performance Evaluations and Reviews,
- Conduct Diagnostic Evaluation Studies,
- Develop and Maintain a Statistical Information Management System,
- Manage and Maintain Communication Infrastructure through which the work of the Directorate is publicised, and
- Monitor the Department’s Compliance with Human Rights.

The Department’s M&E process takes place at three levels namely: The Statistical Services Unit, the Strategic Information Support sub-directorate, and sub-directorate: Programme Performance Monitoring.

THE STATISTICAL SERVICES UNIT

The Statistical Services Unit / sub-directorate is responsible for collection, collation, and analysis of data, as well as making sure that the outcomes and impact of the Government Programme are realised.

Outputs of the Research Component

- Research for the Quality of Life Report is one of the primary M&E Activities of the Department of Land Affairs. The Report is primarily concerned with recording and assessing the impact of the Land Reform Programmes.
- The Environmental Impact Assessment Process aims to ensure that the Land Reform Programmes are Environmentally Sustainable and that the Transfer Process is associated with acceptable levels of Environmental Impact.

Challenges

- Some Programmes and Districts have Quarterly Meetings to present performance whilst others are not doing it. This means that there is no proper coordination and flow of reports from Programme Managers to the M&E unit.
- The Quality of Information that comes from the Information Units in the Districts and Institutions sometimes does not tally with what the Programme Managers at the Provincial Central Office have. There are no dedicated M&E units or people in the Districts and Institutions.
- Programme Managers are not using Information for Planning and Decision-making.
- Lack of formal relations or links with the Management Information unit.

Plans for the Current Year and Progress to Date

A number of initiatives to strengthen the M&E System and its processes is currently underway. Such initiatives include the following:

- Development of a M&E System with a view of having a Balance Score Card for the whole department.
- Conducting a Situational Analysis on the Management Information System – this was done jointly by M&E and IS/IT units.
- Development of a Management Information System Strategic Plan in order to improve on Quality of Information and Streamline the Flow of Data from the different sections. To build capacity from facility level upwards.
- Establish M&E Forums for all Districts and Institutions with the view of introducing the Culture of Information in the whole department. This is intended to bring proper coordination and Flow of Information.
- Quarterly Reports to Seniors Management – to discuss progress and strengthen weak areas of performance.
- Development of Information Portfolios (Procedure Manual) for each Monitoring System.
The Department is responsible for transferring land, however the Responsibility of Planning and Implementing the Development and General Affairs of the Transferred Projects falls on several Government departments at the Provincial Level. The Statistical Services Unit is responsible for Monitoring and Evaluating the Degree to which Transfers are Environmentally Sound.

- **The Land Price/Market Price/Property Transactions Database**
  - The purpose of the Land Price Database is to provide the Department of Land Affairs staff with information about land market activity and average land prices. The database will incorporate data dating back to January 1994, up through to January 2004. Reports generated from the system attempt to provide average land price and other data such as Magisterial District and Registration Division.

**Information Management**

**M&E System**

The Directorate: M&E experience the following systemic problems:

- **Difficult to distribute Business Reports**
- **Users have to search for Data rather than the Data being presented in a Centralised Manner**
- **Data in Reports is not filtered according to Individuals’ Needs**
- **Setup of Reports is complicated, Installation and Management of Client Applications is required**
- **Access to Summary Reports from Multiple Data Sources is needed**
- **Data Mining cannot be performed**
- **Quality of Data is not at Required Standard and often missing**
- **Difficult to Access and Include Spatial Data**
- **Non-availability of Interfaces and those provided to Customise Application are complex and not well documented**
- **Instant Access almost impossible and, therefrom, Urgent Ministerial Requests for Information become problematic**

The objective of the M&E System is to address and resolve the above issues through establishing a system that has the following features:

- An Enterprise Portal enabling all Users to have Unified Access to all Information, Analysis, and Reports Generated by the System.
- An ad hoc Query and Analysis Solution simple enough for all Users to Access Data and Perform Analysis required for Business Decisions.
- A Production Reporting Solution to publish Professionally Formatted Reports.
- An ETL (Extract, Transform and Load) Capability to consolidate all Information that may be fragmented across Multiple Data Sources, including Legacy Applications, Database and File Systems.
- A Solution enabling all Users to have a Clear and Consolidated View of Information regarding Daily Processes and Company Wide Information: Single Operational View; (represented by various data sources).
- Provision of the Ability for the department to send Preformatted and Calculated Data to a much Wider Audience to take Timely Action on Key Indicators.
- Availability of Detailed Analysis to Enabling the Department to become Proactive.
- Hands-on Executive Management Ability, and
- Allowance for Measurement of Service Delivery Elements.

**The Land Reform Statistical Report**

The Land Reform Statistical Report provides an overview of the performance of the Department in all three of its Land Reform Programmes across the country. Land Reform Statistical provides an overview of the performance of the Department in its quest to fulfill its obligations towards the Government’s goal of a better life for all through access to land and extension of land rights. Data is collected from all nine provinces, cleansed and aggregated at the national office. This includes the number of projects, households, females-headed households, and area of land delivered per province. The system is intended to track progress in all Land Reform Projects from the initial stage to the point of transfer. The Reports include amongst others:

- **Progress Tracking**: Progress Tracking looks at the Average Time taken for a Project to move from one phase to another. Progress Tracking also takes place in terms of Size of Land, Number of Projects and Number of Households at various Stages of Implementation.
- **Beneficiary Profiling**: Beneficiary Profiling classifies Beneficiaries in terms of Where they Come From, be it Rural or Urban, and whether they are Farm Workers or Labour Tenants, People who need Additional Land for Production, and their Level of Income.
- **Land Information**: Land Information collects Land Related Project Information such as Location, Cost and Ownership.

**Forecasting Reports**

Forecasting Reports are used for future predictions for Land Reform. This is done by using Qualitative and Quantitative methods. Qualitative forecasting methods use opinions to predict future events subjectively. The quantitative method predicts the future values of a time series solely.

**Statistical Folder**

Statistical Folder provides Land Reform Information in a summarised, tabular and graphic format. Information requested regularly, new statistics and data released by other institutions is collated into one folder and released on a monthly basis with the aim of consolidating the data into a quarterly bulletin.

**The Statistical Services Unit is responsible for Monitoring and Evaluating the Degree to which Transfers are Environmentally Sound.**

**New Systems**

**The Land Demand and Supply**

The Land Demand and Supply Project analyses and provides an estimation of the aggregated demand for land in South Africa. The study focuses its attention on the demand of Black rural population for land with occasional alienation to land reform. Data from the Population Census and other data sources will be used to provide updated demographic information. The study will give reliable projections of land demand in the next ten years, and provide for a starting premise, which is important for planning purposes.

**STRATEGIC INFORMATION SUPPORT SUB-DIRECTORATE**

The Strategic Information Support Sub-directorate is tasked with the responsibility of ensuring that the Department complies with the provisions of Section 25 of the Bill of Rights. It is in view of this mandate that the Department addresses human rights issues. The sub-directorate monitors the Department’s compliance with human rights (economic, social, cultural and political rights). The objective is to reinforce the State’s responsibility to protect human rights.

**Activities of the Strategic Information Support Sub-directorate are divided into two areas:**

- **Coordination and Administration of the Promotion of Access to Information Act**
  - Section 32 of the Constitution deals with the right of access to information and provides that everyone has the right of access to any information held by the State, and any information that is held by another person and that is required for the exercise or protection of any rights.
  - The Promotion of Access to Information Act, 2000, gives effect to section 32 of the Constitution subject to justifiable limitations, including but not limited to, limitations aimed at the reasonable protection of privacy, commercial confidentiality and effective, efficient and good governance and in a manner which balances the right of access to information with any other rights including the rights in the Bill of Rights in Chapter 2 of the Constitution. The Act establishes voluntary and mandatory mechanisms or procedures to give effect to that right in a manner which enables persons to obtain access to records of public and private bodies as swiftly, inexpensively and effortlessly as reasonably possible.
  - The Department has to comply by certain procedures stipulated in the Promotion of Access to Information Act. The Act is listed under Section 14, 10 and 32 of the said Act.

**Section 14:** The Department has the obligation to compile a manual detailing the structure and function of the organization; contact details of information officers; a description of the grade referred to in Section 10 and how to access it; description of the subjects on which the body holds records and the categories of records held for each subject; latest Section 15 notice; and services available to members of the public from the body and how to gain access to those service.

Once the manual has been compiled, it has to be made available in three different official languages. Every manual has to be published in the Government Gazette and submitted to the South African Human Rights Commission. Once this is done, it has to be distributed in terms of the Legal Deposit Act.
Section 15: According to this section, the information officer must on a periodic basis of not less than a year submit to the Minister of Justice, a description of the categories of records that are automatically available without having to request the information in terms of the Act. The notice should list records that are available for inspection, purchase or copying from the body and those available free of charge. The report should also include information on how records can be accessed.

Section 32: The directorate is required to compile progress reports on all requests received for information in terms of the Act by Deputy Information Officers.

Coordination of Human Rights Activities

SAHRC ESR Report:
Monitoring the implementation of human rights is Constitutionally enshrined. Section 184(3) of the Constitution provides that: Each year, the Human Rights Commission must require relevant organs of State to provide the Commission with information on the means that they have taken towards the realisation of the rights in the Bill of Rights. To this end, each year the Strategic Information Support Sub-Directorate answers the SAHRC protocol questions in the provided format on behalf of the Department. To answer the protocol questions, the sub-directorate conducts a scan of all developments relating to legislation, policy and systems and procedures within the Department. In addition data generated by the Statistical Services Unit is utilized to this end.

NAP Report:
Besides reporting to the SAHRC on the degree to which human rights have been fulfilled, the Department also reports to the Ministry of Justice in terms of the National Action Plan for the Promotion and Protection of Human Rights (NAP).

Programme Impact Assessment Studies:
The sub-directorate conducts studies on the socio-economic impact of the programmes within the framework of monitoring and enforcing human rights.

Monitoring the implementation of human rights is Constitutionally enshrined.

Communications:
The sub-directorate compiles and publishes quarterly reports on research conducted by the Directorate. The sub-directorate further updates and manages the M&E web site. The unit also maintains the resource centre through ensuring that Departmental products are available in the resource centre and all information is filed in an accessible manner.

New Systems:
A new system will be introduced in the sub-directorate that will more comprehensively evaluate the degree to which rights in land are monitored and evaluated. This will involve a four-fold process namely:

- Systemic Scanning: Systemic Scanning involves Scanning Legislation, Policy, Systems and Procedures. Monitoring Developments to Legislation (new legislation, amendments to legislation and land-mark legal cases such as the Grootboom case). Policies, systems and procedures, both Internal to the Department and External that affect the Department to which the Right is Implemented. In addition, these are Assessed to Gauge whether Appropriate Monitors have been put in place in order to effect the Human Rights Instruments. In the Case of the Assessment of the Overarching Right to Land, this Process will result in the Generation of a Database of all Legislation, Policy, Systems and Procedures.
- Data Collection: Data Collection involves Collecting Data on the Degree to which the Right has been Implemented. This will be done in the Directorate by Assimilating Data collected by the two Data Collection and Generation sub-directorates in the M&E Directorate-Statistical Services. This Programme Performance Monitoring. If needs be, an Independent Data Collection Process will be engaged.
- Compliance Reporting: Compliance Reporting involves the Generation of an Internal Annual Report on the above Three Activities, which detail the Degree to which the Right is Fulfilled and which also details Recommendations on Further Actions. Report significance has been put in the Department in order to further Secure the Right. If Rights are insecure, Recommendations can be Procedural or Implementation Oriented. In addition, to Generate required External Compliance Report on Activities of the Department for Specific External Monitoring Bodies.

The new method of operation will result in the generation of new key performance areas, namely:

- M&E of the Department’s Implementation Strategy in relation to Civil and Political rights, and
- M&E of the Department’s Implementation Strategy in relation to Vulnerable Groups.

PROGRAMME PERFORMANCE MONITORING

SUB-DIRECTORATE

The sub-directorate Programme Performance Monitoring is responsible for the M&E of Land Reform Programmes, assessing the Implementation Process and Procedures and Trends in Land Deliveries. The sub-directorate also measures Departmental Performance at operational level.

The unit is responsible for M&E of the Performance of the Land Reform Programmes. In fulfilling its mandate, the unit measures Departmental Performance at operational level through the generation of Programme Performance Reports. The report reviews Programmes Assumptions continuously thereby assessing the risk and establishing the likelihood of achievement of targeted or planned output and verifying that outputs continue to support the strategic objectives of the organisation. Further, the unit formulates Performance Indicators for the various Land Reform Programmes and thereby establishing whether Projects and Programmes are carried out according to plan. To this end, the sub-directorate has four Key Performance Areas:

- Redistribution and Tenure M&E Systems Development,
- Diagnostic Evaluation Studies, Programme Performance Reports, and
- M&E Policy Guidelines.

Indicators for the three Land Reform Programmes

The sub-directorate is developing indicators for the three Land Reform Programmes. The Indicators will act as a Benchmark for determining the trends at which Land Delivery happens. The Indicators will also assist in ensuring or determining the Sustainability of Projects delivered through the Land Reform Programmes.

M&E Forum

The M&E Forum is a forum consisting of M&E officials in the various provincial offices of the Department of Land Affairs and officials from the M&E Directorate. The primary objective of the forum is to harmonise the M&E activities of the Department. Officers meet to discuss issues of common interest and share experiences from different provinces to enhance their performance.

The issues addressed through the forum are:

- Roles of M&E Officers vis-à-vis Land Reform Implementers,
- Data Updating and Accuracy,
- Identify Areas (Policy and Legislative) that need further Research or Studies,
- Identify and Propose Land Reform Programme related Studies (DES) for National and Provincial Offices,
- Draft M&E Programme of Action in accordance to the Department’s Strategic Goals
- Interrogate M&E Published Reports and Identify Key Areas for Review, and
- Identify Key Developmental Studies or Courses relevant to M&E Officers for Human Resources Development Purposes.

Programme Performance Reports

These reports look at the performance of the three Land Reform Programmes of the Department of, Tenure, Redistribution and Restitution. Performance is monitored through statistics produced by the Statistical Services Unit or data independently collected by the sub-directorate and includes an evaluation of legislation and policies that govern the programmes.

Recent reports produced in this category are:

- PPM on Redistribution and Tenure,
- PPM on Restitution.

M&E Policy Guidelines

The primary mandate for M&E is to monitor and evaluate Land Reform Programmes to respond to the quest to realise its objectives. M&E should develop and implement policy guidelines to regulate its operations. The policy guidelines will comprise broad objectives, each of which will be specked out with accompanying objectives, activities and indicators.

Diagnostic Evaluation Studies (DES)

Diagnostic Evaluation Studies (DES) are action oriented research projects commissioned by the M&E Directorate to the meet the needs of Provincial Offices and the National Departments. The aim of DES studies is to contribute to policy and to improve implementation of Land Reform in South Africa. Studies are needs driven and are designed by Provincial Offices according to their own context. The National Office assists with coordination and advice. Proposals are examined and assessed, changes are recommended and support is provided with the drafting of technical documents such as terms of reference, etc. The appropriate targeting of the study’s findings is also determined through negotiation between the National and Provincial Offices.

Recent DES reports produced by the sub-directorates are:

- Report on the Land Claims which were heard in the Land Claims Court,
- Study on Labour Tenure in Land Reform Projects, and
- An ongoing report on a study on Share Equite Scheme Systems and Procedures and the Impact of Share Equite Schemes on Beneficiaries.
The Department of Justice and Constitutional Development is made up of eight Branches, namely Court Services, Master of the High Court, State Legal Advisory Services, Legislation Services, Public Education & Communication, Information & Management Services, Human Resources and the Chief Financial Officer. In addition to these Branches, there exists two self-contained statutory bodies: the National Prosecution Authority and the Legal Aid Board - both under the authority of the Minister as the Executing Authority and the Director-General as the Accounting Officer. Other institutions under the political accountability of the Department includes the Judiciary and the Magistracy as well as the Chapter IX Institutions of the Constitution.

The article shall make an exposition of how the Strategic Framework of the Department is monitored and evaluated. It shall concentrate only on how these processes pertain to the Branches of the Department.

The Strategic Framework of the Department

The Department has a Five-Year Broad Strategy, which is designed to coincide with the five-year term of government. This strategy is predicated on the mandate of the current government and seeks to outline the role of the Department in implementing that mandate within its own authorizing legal framework. The Vision, Mission and Strategic Objectives of the Department outline how the Department operationalises this mandate.

The Five-Year Strategy is further supplemented by a Three-Year Operational Plan, which is based on the Priorities of the Department. In addition to specifying Targets or Deliverables for each year, the Plan seeks to audit resources required for implementation, as well as outlining the top risks the Department faces and what is planned to minimise them. The Medium Term Expenditure Framework of the Department is the Budget projects of the Medium Term strategic Framework.

The Three-Year Operational Plan of the Department is based on the Three-Year Business Plans of each Branch of the Department of Justice and Constitutional Development. Each Business Plan outlines how the relevant Branch will implement the Five-Year Strategy over a three-year period. It also audits needed resources as well as top risks.

The Business Plans are implemented through Annual Action Plans drawn up by each component of the Branch (at least at Directorate level). These Action Plans detail the projects engaged in, to implement the Business Plans with Timeframes, Key Performance Indicators/Targets (expected measurable outcomes) and necessary Key Resources, including a budget for each project. It is envisaged that next year, each plan will sketch out anticipated operational risks with planned measures to minimize them, to detect their occurrence and the necessary remedial action in such an eventual-ity. The intention is to, in turn, link each Action Plan up with the responsible Manager’s Performance Contract.

The Strategy Process

At the beginning of the government cycle (over the election period) the Department holds an extraordinary Senior Management Lekgotla with a view to holding a strategy review. The process entails, in the first place, an Evaluation of the Implementation of the Strategy for the five-year period ending then. The emphasis is on evaluating its impact over that period (on customers, stakeholders and partners), as well as checking on outstanding matters that need further attention. This latter consideration forms the basis of planning for the next five years.

The second major concern of the Senior Management Lekgotla is the Evaluation of the Impact made by the Implementation of the Annual Action Plan over that year. The Customer Assessment revolves around the Primary Customer Groups of the Department.

The M&E

Monitoring is done primarily through Quarterly Reports on the Implementation of the Annual Plans. At the end of each quarter, components produce Reports which are assessed by the Top Management of the Branch (the Deputy Directors-General and Chief Directors). This assessment in turn forms the basis of the Quarterly Report of the Branch as a whole. It should be noted that this assessment is linked to the quarterly assessment of performance contracts of Senior Managers.

The Quarterly Reports of the Branches are then assessed by the Top Management of the Department (the Deputy Directors-General and the Office of the Director-General) to produce a Quarterly Report of the Department as a whole. The content of all these reports deal with, inter alia, actual performance against set targets, whether a need arose to deviate from set targets and whether expenditure is within set budgets.

The Quarterly Reports of the DoJCD serve before the Annual Senior Management Lekgotla of the Department. The Lekgotla generally monitors the Implementation of the Strategy and the Operational Plan – to assess whether strategic objectives are being met within available resources, whether new mandates or new variables have developed and whether they necessitate modification of the Strategy or the Operation Plan. Another important consideration of the Lekgotla is the Evaluation of the Impact made by the Implementation of the Annual Action Plan over that year. The Customer Assessment revolves around the Primary Customer Groups of the Department.

The Annual Senior Management Lekgotla is preceded by annual M&E reports of Branches, which serve as preparatory work for the main Departmental Lekgotla. In its Lekgotla each Branch prepares an Evaluation Report of the progress it has made in implementing the Strategy and Operational Plan through its Business Plans and Annual Action Plans, together with an Impact Assessment of its endeavours. The Reports of these Branches (together with the Departmental Quarterly reports already alluded to) inform the Agenda of the Departmental Lekgotla.

The various Quarterly Reports and the Reports of the different Magqatla form the raw data used for the compilation of the Annual Report of the Department.

Further, the proceedings of the Annual Departmental Lekgotla form the nucleus of the material for the Departmental input to the Cabinet Lekgotla.

The Lekgotla preceding the next general elections is as important as the first one after elections. Whilst the latter looks ahead and plans for the next electoral cycle, the latter is retrospective, it looks back on the electoral cycle then ending to evaluate the performance of the Department against the objectives, goals and targets it had set for itself. It evaluates itself on delivering on the mandate of the government up to that time.

Effectiveness of The Process

As things stand it is still too early to assess the effectiveness of this M&E process. The process was only put into inception last year.

The departmental process has the potential advantage of being all-inclusive in terms of involvement of all Managers and of the broad range of the things it seeks to monitor and evaluate. It also makes a bold attempt of linking Component Performance with the Performance of its Manager.

Critical success factors include a high compliance rate and a well-resourced Strategy Management Unit to provide templates, facilitate the process, troubleshoot, explore linkages and to encourage and cajole. However, much of the success is contingent on the active interest of a strong and supportive leadership.
The PSC released its “State of the Public Service Report, 2004” at a Media Breakfast in Cape Town in February of this year. The Report is intended to provide strategic direction by highlighting important themes and trends in the Public Service.

Unlike the two previous State of the Public Service Reports, this third edition provides an analysis of achievements in the area of governance during the first decade of democracy in South Africa.

The Report identifies a number of challenges confronting the Public Service and identifies particular interventions and approaches to address them. In particular, the Report argues that performance improvement is a key priority for the State in fighting poverty. The Report states that Government is not yet as effective as it needs to be and is not achieving the results it could, given its impressive social investment record.

The PSC suggests that clear policy guidelines with supporting regulations should be issued prescribing the minimum levels of consultation and participation required when developing Public Service policy and legislation. With regard to accountability in the Public Service, the report argues that a profound lack of accountability was one of the most distinctive features of the apartheid system. Today, the Auditor-General is the key institution promoting accountability in South Africa’s public sector. In addition, Parliament and its various Committees, as well as Provincial Legislatures, ensure accountability in the Public Service. The PSC notes that decentralising responsibilities has sometimes created problems when departments are not ready. The PSC suggests that a specialist turnaround unit should be established to undertake thorough problem analyses, design appropriate solutions and support project implementation in order to assist departments that have difficulties.

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The implementation of departmental risk management and fraud prevention plans needs to be prioritised with progress closely monitored and emphasised more in the evaluation of HoDS’s performance. In terms of the development orientation of Public Administration, the Report notes that the apartheid regime was fundamentally anti-development and pursued enrichment for a small section of the population. Since 1994, social security has become a major instrument for redressing poverty.

The Report further argues that the Public Service could be achieving more with the resources it uses. The PSC suggests that: A Clearer Link between the National Anti-Corruption Strategy and Anti-Corruption Efforts by Departments needs to be forged. Departments must be encouraged to Create the Required Minimum Anti-Corruption Capacity. It should be a Requirement that all Public Service Managers are trained in Ethics Management.

The Report notes that under apartheid, service delivery was characterized by blatant injustices. Since 1994, however, the institution of initiatives to promote the unbiased, impartial, fair, and equitable provision of services is a reflection of the intention to ensure justice in the provision of services to the Citizens. There is still a poor understanding of Batho Pele principles, leading to inconsistent and disparate implementation of this policy. In order to promote the implementation of Batho Pеле Service Delivery Improvement Plans, departments should be required to specifically address the matter in their Annual Reports. The PSC suggests that there should be increased training to all officials on the Administrative Justice Act and financial support be provided to civil society organisations working in this area.

The Report argues that the need to draw a clearer link between budgeting and service delivery as well as M&E is to improve on the achievement of strategic objectives.

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The implementation of departmental risk management and fraud prevention plans needs to be prioritised with progress closely monitored and emphasised more in the evaluation of HoDs’s performance.
Strategic human resource management is a complex challenge facing public sector institutions, both in South Africa and elsewhere. The fundamental problem has been the lack of a consistent, strategic approach to recruiting, managing and maintaining the human resources needed.

In 1997, the White Paper on Human Resources Management in the Public Service, acknowledged that the success of the Public Service in delivery on its mandate, which include improved service delivery, was outlined in the White Paper on Transforming Public Service Delivery (Batho Pele Principles). All departments in the Public Service were required to have new performance management and development systems (PMDS) developed, piloted and implemented by 1 April 2001. The Department of Public Service Administration (DPSA) conducted a study of all Provincial and National Departments to assess their state of readiness to implement a Performance Management and Development System (PMDS). Their overall assessment was that by and large, departments were unable to meet the regulatory requirements by the required date.

Objectives of the Investigation

With the urgency for transformation and service delivery in the Public Service mounting, the Public Service Commission (PSC) acknowledged that the success of the Public Service in delivery on its operational and development goals, depended largely on the extent to which employees carried out their duties. Principles for improved service delivery were outlined in the White Paper on Transforming Public Service Delivery (Batho Pele Principles).

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State of Implementation of the PMDS in the Public Service

The following table shows the extent of implementation of the responding departments across Provinces and Nationally. It does not provide a picture of the extent of implementation across the entire Public Service. However, since the responding departments constitute 66% of the Public Service (with those noted exclusions), these results can be interpreted as a strong indication of the implementation trends across the Public Service. These findings show that there is a high level of compliance in terms of legislative and policy requirements regarding the implementation of a PMDS.
Recommendations and Observations made include the following:

- To Accelerate the Implementation across the Public Service and Improve the Quality of Implemented Systems, all Departments that have not yet completed the Implementation Process should use the step-by-step Implementation Guide as proposed.

- Departments with High Numbers of Staff in levels 1-3 where Literacy and Language was an issue appeared to have ad hoc arrangements in place to deal with the Language and Literacy barrier. Training Materials and Conducting Training in Indigenous Languages, as well as all Verbal and Written Communication, must be Translated and Communicated to all Employees who are 2nd and 3rd Language English speakers.

- At the Early Stages of Development substantial Time and Effort be spent to Communicate the Purpose and Role of the PMDS to Senior Managers. The Focus of this Communication must be on the Objectives of the PMDS as well as the Impact it will have on the Management and Operational Functions. The Managers must be encouraged to Verbalise their Fears and Concerns, and these must be dealt with in an honest and frank manner. Addressing fears in a consultative, non-confrontational manner can significantly contribute to greater understanding of the overall purpose and role of the PMDS.

- The policy framework forms the foundation for the design, implementation and maintenance of the PMDS and buy-in from various stakeholders is paramount. The involvement of service delivery stakeholders must be included in this crucial process, as it will set the stage for ongoing input throughout the implementation process.

- It is critical that a champion (who typically is also the designated implementer) be appointed. The major role of the designated implementer must be to coordinate and drive the process. Also a project team must be constituted under his/her leadership. The team must be authorised to design and implement the PMDS.

Conclusions

The findings show that crucial elements for the successful implementation and management of the system are not in place in many departments, especially in the Provinces. The DPSA’s vigorous attempts prior to April 2001 to train and raise awareness seem not to have filtered through to all the necessary levels. This indicates that much more concentrated intervention is needed from the DPSA, using the resources and materials already available.

Where the PMDS was operating effectively, departments reported noticeable changes as a result of the implementation of the PMDS, and noted that the system was a development tool to improve performance. The communication strategy must include education about the system as a whole as well as the impact the system on various management and operational functions. These should include the use of workshops, presentations and circulars to address the PMDS as a system, and inform how training will be done for all the users.

The high number of Provincial and National Departments (49%) in the Development Phase indicates a high level of compliance with requirements to implement a PMDS. This is also an indication that a sizeable number of departments have been grappling with existing obstacles and have, despite challenges, forged ahead with the implementation of the PMDS. The number of Departments still in the Development Phase (25%) is of concern. Of greater concern though, are the departments that did not participate in this study. This constitutes 54% of departments, which is quite high. It is difficult to ascertain what the status of progress is with reference to levels of implementation as well as possible obstacles and challenges of the non-respondents.

Levels at which Designated PMDS Implementers are Employed

Responses showed that the levels at which implementers of the system are employed vary from department to department. In some cases key implementers are Senior Managers, Grade 12+ (general or HR) and in some cases they are employed at levels 6, or before Grade 7. It does appear, however, that the majority of departments in the Implementation Phase employed implementers at the higher grades (10+). The levels at which designated implementers are employed indicate the degree of seriousness with which the department views the PMDS roll out.

Piloting and Compliance of the PMDS

According to this finding, 27 (62%) of departments in the Development Phase indicated that they did not pilot the system before full implementation while 21 (48%) indicated that they did pilot the system. The high number of departments that indicated that they did not pilot not only points to non-compliance with the regulatory requirement, but may also explain the number of obstacles, and the resistance experienced in the implementation phase.

The 66% of Provincial and National Departments that participated in the study represents a sizeable percentage of the total Public Service. While various levels of implementation of the PMDS are evident throughout the Public Service, it would appear that compliance is not leading into developmental processes.

Furthermore, the impression based on responses is that where departments were not in the Pilot or Implementation Phases, processes have at least been put in place to initiate the process. The challenge however, will be to determine what the status of implementation is for Provincial and National Departments that did not participate in the study and what the extent and nature of assistance that will be required.
The organization leading the delivery of this unique training programme was the Operations Evaluation Department of the World Bank, in co-operation with the Faculty of Public Affairs and Management at Carleton University.

The overall goal of the training programme is to enhance the knowledge, skills and abilities of participants in undertaking development evaluations. By the end of the training programme, it is intended that participants will:

- Understand the Development Evaluation Process,
- Be Familiar with Evaluation Concepts, Techniques and Issues,
- Be able to Weight different options for Planning Development Evaluations, including Data Collection, Analysis and Reporting, and
- Be able to Design a Development Evaluation.

The first two weeks of the programme consisted of a core course on how to undertake high-quality development evaluations. The core training comprised of 80 hours of instruction including evaluation tools, case studies, discussion groups, readings and group work. Amongst many other features, the course devoted special attention to evaluating the implementation of poverty reduction strategies, results-based management, and, stakeholder participation in the evaluation process.

Workshop instructors included prominent experts from around the world such as Michael Quinn Patton (former President of the American Evaluation Association), Ray Rist (author and evaluation expert), Frans Leeuwin (former President of the European Evaluation Society) and others. The programme also included an impressive array of guest speakers: Hugh Mirobets, Canada’s Assistant Auditor General in charge of Results Measurement, Maria Barrados, Head of Canada’s Public Service Commission, and South Africa’s very own CEO of the Development Bank of SA, Mr Mandla Gantsho delivered luncheon addresses to the participants.

For further information on this unique evaluation learning experience consult the IPDET website at the following address: www.carleton.ca/ipdet.

The effectiveness of staff. With this in mind, and that the PSC has been regularly called upon to investigate recruitment and related selection malpractices, guidelines contained in this Toolkit should provide a useful directive.

The Importance of Recruitment and Selection

The Public Service is a labour intensive employer and the quality of its services is directly dependent on the quality and performance of its employees. Viewed from this perspective, recruitment and selection collectively represents one of the most important HR practices. Given the link between good quality recruitment and service delivery, its importance is paramount. However, its importance is often overlooked.

Mistakes made in respect of recruitment and selection require costly and extensive rescue measures at other levels, such as:

- A Greater Need for Guidance by Managers at higher levels to off-set Junior Employees Inability to Function Independently,
- Mentoring,
- Training, and
- A Concomitant Heavier Burden on other Members of Staff to ensure Goal Attainment.

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A TOOLKIT ON RECRUITMENT AND SELECTION PROVIDING GUIDELINES TO DEPARTMENTS

By Morris Muthusamy, Director: Public Administration Investigations, Office of the Public Service Commission
The Purpose of the Toolkit is to Assist with the following areas of Recruitment and Selection:

Principles underlying Recruitment and Selection Practices

There are a number of principles that have to be taken into consideration, not only in the day-to-day management of recruitment and selection, but also in terms of policy development. Some of these principles are prescribed by existing legislation, while others can be seen as good practice approaches that have developed over time and have become part and parcel of recruitment and selection practices.

It is equally important to take note of principles and practices underlying non-discrimination. Workplace discrimination is prohibited by the Constitution, Section 5 of the Employment Equity Act, 55 of 1998 directs that every employer must take steps to promote equal opportunities in the workplace by eliminating unfair discrimination in any employment policy or practice. Section 6 of the Act prohibits unfair discrimination in any employment policy or practice, on one or more grounds, including race, gender, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.

Non-discrimination is only one of a number of Constitutional values and principles governing Public Administration that impact on recruitment and selection. However, the historical background of the country and the special efforts required to put right imbalances of the past, makes this of paramount importance.

In terms of the Toolkit, principles are discussed as and where they find application. Although there is a chapter dealing with objectives and principles specifically, the principles are in essence addressed throughout the book.

The Dynamics of Recruitment and Selection

Recruitment and selection is a process consisting of different phases, which follow one another and are interdependent. The phases consist of activities for which certain role-players should take responsibility and which should be executed within certain time frames. It is therefore important that the various role-players involved should not only grasp the bigger picture, but should also understand the intricacies of the various parts of the process and the role they themselves have to play therein.

A Framework for Policy Development

The drafting of policy is often seen as a daunting task given the many pitfalls that one is faced with. This explains why policy development in departments is lagging behind.

Problems policy drafters usually face, are to establish what principles should find application, and what issues should be addressed.

Included in the Toolkit, is a chapter containing a policy framework, which can serve as a basis for policy development on recruitment and selection. Although this framework does not represent a policy, it should give a long way in assisting departments in drafting an objective and fair policy.

Specific Objectives of the Toolkit

The objective of the Toolkit is to assist departments to manage generic activities with regard to recruitment and selection in such a way that the typical pitfalls that departments succumb to, are avoided. The Toolkit, therefore, endeavours to:

- Provide Policy and Procedures on Recruitment and Selection, consistent with National Norms and Standards.
- Avoid typical errors/ pitfalls that Departments have fallen prey to,

Addressing the Main Objectives and Inherent Requirements of the Post (and Person Specifications),

A Motivation for the Filling of a Post has been Approved,

The Job Description has been Utilised for the Proper Drafting of an Approved Advertisement,

A Selection Committee has been Appointed for the Selection of the most Suitable Candidate(s),

Selection Criteria for Screening Purposes have been Identified and Applied consistently for the Screening of Candidates,

Selection Criteria for Short-Listing Purposes have been Identified and Applied consistently to shortlist candidates,

Selection Criteria for the Final Selection of Candidates have been Identified and Applied consistently to shortlist candidates,

A Nomination for the most Suitable Candidate(s) has been Approved by the Executing Authority or his/her Delegate,

A Candidate has been Informed in Writing of his/her Appointment as the most Suitable Candidate, and

A Candidate has been Informed in Writing of his/her appointment.

Poor Administration and Decisions yield Poor Results

Apart from ensuring a satisfactory outcome, sound administrative practices will also ensure objectivity, consistency, equity and fair labour practices.

Recruitment and selection decisions do not only give rise to costly grievances, complaints, disputes, litigation and discontentment, but also puts strain on an entire system due to a poor post and person match, resulting in unnecessary redeployment of resources to uphold productivity.

Viewed as such, the recruitment and selection processes do not form one of the most important HR functions on which the ability of any institution to deliver, rests. Ensuring that sound policies and procedures are in place is most important.

Points of Departure

To enhance the management of recruitment and selection a number of important points of departure need to be adopted. These are as follows:

- Recruitment and Selection is first of all a Line Management Responsibility,
- Each Recruitment and Selection Phase should be Finalised before Moving onto the next Phase, and
- Reasonable Time Frames should be Allocated to the Execution of each Phase.

Problems policy drafters usually face, are to establish what principles should find application, and what issues should be addressed.

Identifying underlying Principles

With the Toolkit an attempt was made to first of all identify the principles that apply to recruitment and selection in general, also highlighting the pitfalls of unfair labour practices in this regard. The most common pitfalls are:

- A tendency to select applicants similar to oneself,
- Identifying selection criteria without consideration of the appropriate criteria, and
- Inconsistent responses is formulated and asking questions.

Identifying Relevant Selection Criteria

In addition to these underlying principles, there are also important criteria that apply to the management of each recruitment and selection process, which need to be identified up front to ensure accountability, consistency and fairness in the management thereof. These criteria will differ from process to process and the application thereof will assist in keeping recruitment and selection processes separate management entities. These could be summarised as follows:

- Applying Criteria in a Fair and Consistent Manner,
- Ensuring that Criteria are Aligned with Appointment and Advertisement Requirements,
- Properly Documenting Activities, and
- Avoiding Deviations from Laid-Down Procedures.
The Eastern Cape Provincial Government has since 1994, embarked on an extensive transformation exercise as a means of ensuring that it meets its service delivery objectives. At the request of the Premier of the Eastern Cape, the President of South Africa, during December 2002, established an Interim Management Team (IMT) to assist in improving service delivery within the Province. This intervention had a special focus on the following four departments within the Province:

- Department of Health,
- Department of Education,
- Department of Social Development,
- Department of Roads and Public Works.

The IMT established a Disciplinary Cases (DC) Team under the leadership of Ms OR Ramsingh, Deputy Director-General in the Office of the PSC, to look into a pattern of corruption and lack of regard for due process in these departments. The overall service delivery within the province was regarded as being poor and it became evident that measures had to be put in place to align the Eastern Cape Public Service with the principles of Batho Pele.

The main objective of the DC Team was to deal with backlog and emerging disciplinary cases in the four departments. The reasons for the backlog cases, were multiple, including the centralisation of some of the disciplinary functions, the unwillingness of managers to act against ill discipline or take unpopular decisions; fear of the labour legal regime; a culture of non-accountability amongst supervisors and managers; intimidation by employers and the lack of a central monitoring and advisory service. Where the Province successfully acted on ill discipline, this was poorly communicated.

Developing Departmental Policy

Before any role-player can embark on a policy development exercise, cognisance needs to be taken of what is already on the table. National policy addresses the broad framework and important underlying principles applicable. Detailed issues are, however, seldom addressed at this level. If departments, therefore, want to create structure, consistency and adherence to fairness and equity in managing recruitment and selection, they will have to address that which is not prescribed by national policy.

Drafting departmental policy is not a simple task. This could be one of the reasons why departmental policies on recruitment and selection are almost non-existent. One of the first stumbling blocks encountered, is deciding upon a framework. In other words, what should departmental policy on recruitment and selection address? If this hurdle could be overcome, the drafting of such policy becomes a much easier task. One of the objectives of the Toolkit is, therefore, to provide a basic framework that may assist departments with the drafting of policy on recruitment and selection.

The following should be taken into account when developing departmental policy:

- General,
- Advertisements,
- Processing of applications,
- Screening of applicants,
- Short-listing of applicants,
- Selection committees,
- Interviewing, and
- The Physical Filling of Posts.

Conclusion

The Toolkit strives to provide the reader with an oversight of existing recruitment and selection prescripts, as well as a shopping list of what typically needs to be addressed at departmental level. Neither is meant to be exhaustive. Whatever is addressed at departmental level, the policy developer needs to ensure that these are within the framework of and also gives effect to what is already prescribed in terms of national norms and standards.

Setting up a Case Management Tool

Apart from the above-mentioned challenges, it was established from the outset that discipline was poorly managed in these departments, more especially as no updated detailed information on disciplinary cases existed. The DC Team commenced its work in the four departments by embarking on a case verification exercise during which disciplinary cases were identified and categorised as follows:

- Cases that needed to be Verified to Determine whether the Outcomes of the Disciplinary Hearings Concluded by the four Departments have been Implemented,
- Cases that still had to be taken through the Disciplinary Process.

Towards the end of February 2003, more than 800 backlog disciplinary cases were identified. The DC Team developed a database detailing information on all the identified cases. The database was also utilised on a daily basis as a case tracking and management tool.

The Toolkit propagates that:

- Screening is about Adherence to Closing Dates, Meeting certain Conditions in Relation to Format, Content, Application Documentation and Meeting Basic Appointment and Advertised Requirements,
- The Criteria for Short-Listing are seen as Successfully Meeting Requirements regarding the Level and Relevancy of Qualifications and Competencies, which include Knowledge, Skills and where required, Experience, and
- The Criteria for the Final Selection of Candidates are seen as Successfully Meeting Requirements regarding the Level and Relevancy of Qualifications and Competencies, Knowledge, Skills and where required, Experience, and

In essence, the Toolkit provides a basic framework that may assist departments with the drafting of policy on recruitment and selection. The following should be taken into account when developing departmental policy:

- General,
- Advertisements,
- Processing of applications,
- Screening of applicants,
- Short-listing of applicants,
- Selection committees,
- Interviewing, and
- The Physical Filling of Posts.
Dealing with the Backlog

The departments lacked capacity to deal with disciplinary cases speedily and effectively. Thus employees from the National Prosecuting Authority (NPA) and employer representatives and chairpersons indicated in the Department of Public Service and Administration (DPSA) database were assigned to the DC Team to process the disciplinary cases in accordance with the disciplinary procedure. This involved the investigation of allegations of misconduct, drafting of charges in terms of the appropriate prescripts and representing the employer during disciplinary hearings.

The DC Team found that the process of utilising employees from other departments to take cases through the disciplinary process was not productive or successful. Departments were reluctant to release employees to assist in the Eastern Cape for extended periods, due to their own operational requirements.

In view thereof, and the fact that the DC Team’s mandate was extended to deal with emerging cases as well, Public Service Labour Specialists were appointed to take cases through the disciplinary process. As part of the capacity building process, four trained employer representatives from the departments were also assigned to the DC Team to assist with the investigation of disciplinary cases.

Statistical Overview

The DC Team recorded a total number of 1540 disciplinary cases on its database. The table below reflects the total number of disciplinary cases that have been recorded on the database.

<table>
<thead>
<tr>
<th>DEPARTMENT</th>
<th>BACKLOG</th>
<th>EMERGING CASES</th>
<th>SOCIAL PENSION (SOC PEN) CASES</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>PRE 1999</td>
<td>POST 1999</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Education</td>
<td>20</td>
<td>417</td>
<td>121</td>
<td>145</td>
</tr>
<tr>
<td>Health</td>
<td>28</td>
<td>135</td>
<td>249</td>
<td>60</td>
</tr>
<tr>
<td>Roads &amp; Public Works</td>
<td>20</td>
<td>90</td>
<td>107</td>
<td>8</td>
</tr>
<tr>
<td>Social Development</td>
<td>21</td>
<td>70</td>
<td>45</td>
<td>4</td>
</tr>
<tr>
<td>Total</td>
<td>89</td>
<td>712</td>
<td>522</td>
<td>217</td>
</tr>
</tbody>
</table>

The DC Team fulfilled its mandate in that 97% of the disciplinary cases, including the SOC PEN cases, were concluded. The DC Team was unable to conclude 40 cases, of which the finalisation of 36 cases is ascribed to circumstances outside the control of the DC Team. The remaining 4 cases could not be finalised as a result of postponements.

The charts below are an exposition of the total of concluded cases versus cases that need to be finalised by the departments.

Challenges facing the Management of Discipline

The experiences of the DC Team focused on major challenges that undermined the effective handling of disciplinary matters in the four departments within the Province. These challenges included:

- A Persistent Culture of Undermining Authority,
- A Close-Knit Culture in the Province indicating that Employees are not willing to take up Cases against Peers and Acquaintances,
- Continued Fraud, Theft and Absenteeism within Departments,
- A Lack of Proper Case Tracking and Management of Disciplinary Cases,
- The Development of a Strategy to Communicate the Disciplinary Procedures to Employees in the Province,
- An Inability to Implement Sanctions emanating from Disciplinary Hearings, and
- An Inability to Use the Database designed for Case Management.

Implementation of a Short-Term Exit Strategy:

Capacity within the Departments to Handle Disciplinary Cases

Due to the lack of capacity within departments to take over the work of the DC Team on departure, the Director-General of the Province facilitated the process and established a database to track the process of the assessment of appeals. The database was handed over to the Office of the Premier on the exit of the DC Team from the Province.

A team consisting of four officials from the DPSA and the Office of the PSC, assisted the Director-General of the Province with the assessment of the merits of appeals lodged with the appeal authority. The handling of appeals was identified as one of the challenges in the departments. Consequently, the team provided training to labour relations officials from the four departments.

The charts below are an exposition of the total of concluded cases versus cases that need to be finalised by the departments.
Implementation of Medium- and Long-Term Interventions

Trends around emerging cases suggested that on the exit of the DC Team from the Province, an effective framework for dealing with discipline would have to be in place to ensure that gains made would not be lost. An operational plan was developed, detailing high level milestones that were required on the following strategic interventions:

- Establish dedicated Departmental Disciplinary teams, to focus exclusively on Discipline Administration for a Defined Interim Period. These teams can focus on Emerging Cases, while Further Capacity is being Built within Departments.
- Amend Performance Agreements of Managers to include the Management and Implementation of Discipline as a Core Management Function, and Amend Job Descriptions of Labour Relations Managers to include Regular Reporting to ensure that Accountability is Appropriately Located.
- Develop Line Managers by Providing Comprehensive Training on the Administration of Discipline. Keep accurate Records of Training provided so that Managers can be Held Accountable for their Non/Poor Performance in the Management of Discipline.
- Publish Details of Acts of Misconduct Committed by Employees, and the Corresponding Sanctions Imposed by the Departments for those Acts, as a Deterrent to Staff.
- Consider the Option of Pre-dismissal Arbitration as provided for in PSCBC Resolution 1 of 2003, in respect of those Cases where a Sanction of Dismissal is being sought, and the Department is confident of its case. This measure is Final and Binding, and will Reduce the Numbers of Appeals, and…an effective framework for dealing with discipline would have to be in place to ensure that gains made would not be lost.
- Establish a Departmental Appeal Administrative Structure that will meet on a Regular Basis to consider Appeals and make Recommendations to the Executing/Appeal Authority.
- The aforementioned operational plan was piloted in the Department of Roads and Public Works prior to the exit of the DC Team. The intention was to obtain inputs from the Department on the proposed sustainable strategy and to develop an operational plan, specific to the Department. The Department identified six priority interventions from the framework to be implemented in the short-term. Project charters were developed for each of the priority projects and submitted to the Department for finalisation.

Conclusion

The intervention in the management of discipline in the four departments in the Eastern Cape Province has certainly been a learning curve for both the DC Team and the departments. The processes that have been put in place for the effective management of discipline are simple principles to improve service delivery. It is now up to the specific employees in the four departments to manage discipline effectively and efficiently. It is trusted that the knowledge and experience gained will be imparted to those departments that still struggle with the management of discipline within the Province.

Establishment of the PSC

The Public Service Commission (PSC) was established in terms of section 196 of the Constitution of the Republic of South Africa, 1996. The commencement of formal operations by the PSC was, however, delayed until 1 July 1999 because of legal difficulties around certain aspects of the Public Service Laws Amendment Act, 1997. On 1 July 1999, the Public Service Laws Amendment Act, 1997 and section 15 (1) of the Public Service Commission Act, 1997, and the abolition of the Public Service Commission Act, 1984, came into effect.

The PSC is accountable to the National Assembly and must report annually to the National Assembly. It must also report on its activities in provinces to the legislatures of provinces.

Key performance areas:

- Labour Relations Improvements
- Public Administration
- Human Resource Reviews
- Internal Audits
- Governance Monitoring

Difference between the Public Service Commission (PSC) and Department of Public Service and Administration (DPSA)

Most readers would agree that more often than not, the role of the PSC is confused with that of the DPSA – and sometimes even regarded as one and the same department.

In simple terms, the DPSA equals policy formulation. It is an executive arm of government.

The PSC is the Custodian of Good Governance in the Public Service. It is an oversight body that promotes the Constitutional principles of Public Administration.

Detailed information about the work of these two organisations can be accessed on the following websites www.psc.gov.za and www.dpsa.gov.za, respectively.
Mr John Henry Ernstzen
Deputy Chairperson

He attended St Paul’s Primary School in the Bo Kaap and later, the Harold Cressy High School in District Six. Mr Ernstzen has for many years dealt with workers interests, having risen from the ranks of the industrial labour movement. His career began as apprentice spray painter/polisher paving the way to being one of the youngest shop stewards at the age of 18 to serve on the local and national committees of the National Union of Furniture and Allied Workers Union. After being involved in a historical and prolonged strike, Mr Ernstzen was dismissed and “blacklisted” in the industry and remained unemployed for many months.

He was then employed as a labourer in the Cape Town Municipality from where he was advanced to administrative assistant and later elected to the Executive Committee of the Cape Town Workers Association. He became General Secretary of the Cape Town Municipal Workers Union. He was, subsequently, involved in the formation of the SA Municipal Workers Union and was elected unanimously as its first General Secretary moving from a local to a national position.

Mr Ernstzen participated in labour unity talks that led to the establishment of the Congress of South African Trade Unions (COSATU) hence his election to its first National Executive Council in 1985. He stayed on until becoming advisor to the Minister for the Public Service and Administration in 1994 and later Commissioner of the PSC. He was appointed by the State President to the Judicial Services Commission, which recommends appointment of judges to the Constitutional Court, High Court of Appeal, Labour and Labour Appeal Court and High Courts amongst other functions connected with the judiciary. Mr Ernstzen has just completed a second five year term of Office and continues to serve on the Commission.

Other positions he held included Vice-Chair cum Chairperson of the Industrial Council for Local Government, Western Cape Province; elected first Chairperson of National Local Government Labour Relations Forum; elected to the African Regional Advisory Committee and to the International Executive Committee of Public Services International with membership in 86 countries worldwide and was the first South African to be elected to these prestigious positions.

In January 2004, Mr Ernstzen was re-appointed Deputy Chairperson of the PSC.

Dr Edwin G Bain
based at Head Office

Eddie, as he is normally called, obtained a diploma in public health from the Cape Technikon in 1968 and started his career in the Public Service as a health inspector. Studying at the University of South Africa (UNISA), he later as Acting Director for regional projects in rural development in 16 eastern and southern African countries. He spent eight years at the United Nations Environmental Programme (UNEP) Nairobi, Kenya as member of a multi-disciplinary team assisting governments to design and implement training programmes and development projects for rehabilitation of ecologically degraded lands.

He has a career that spans 35 years ranging from teaching and lecturing, to initiating and participating in programmes for government restructuring and rural development at national, regional and international levels. The highlights of his career include running training programmes for government and community leaders in agricultural extension, community development, co-operatives and farmers associations in Swaziland and Lesotho. His career with the United Nations (1974-1992) includes an assignment with United Nations Economic Commission for Africa (UNECA) as a rural sociologist, and later as Acting Director for regional projects in rural development in 16 eastern and southern African countries. He spent eight years at the United Nations Environmental Programme (UNEP) Nairobi, Kenya as member of a multi-disciplinary team assisting governments to design and implement training programmes and development projects for rehabilitation of ecologically degraded lands.

He has traveled extensively through many African states, Asia, and some European and Latin American countries. Upon his return to South Africa in 1992, he became Director and Professor, establishing the present School of Rural Community Development at the University of Natal (Pietermaritzburg). He was first appointed to the Commission in 1994 by then President Nelson Mandela as one of five national commissioners; and in January 1996 he was appointed Chairperson of the PSC and that of the new Commission (under the new Constitution, 1996) from January 1999. In January 2004, he was re-appointed Chairperson of the PSC for another term.

Prof Stan Skhumbuzo Sangweni
Chairperson

Prof, as he is normally called, obtained a BA degree in Geography and Philosophy from Pius XII University College (Lesotho), Social Leadership Diploma from the St. Francis Xavier University (Canada), Rural Sociology MS degree from Cornell University (New York), and an MSc in Photointerpretation for Geography from the ITC, Enschede (Netherlands).

Prof has traveled extensively through many African states, Asia, and some European and Latin American countries. Upon his return to South Africa in 1992, he became Director and Professor, establishing the present School of Rural Community Development at the University of Natal (Pietermaritzburg). He was first appointed to the Commission in 1994 by then President Nelson Mandela as one of five national commissioners; and in January 1996 he was appointed Chairperson of the PSC and that of the new Commission (under the new Constitution, 1996) from January 1999. In January 2004, he was re-appointed Chairperson of the PSC for another term.

Dr Edwin G Bain
based at Head Office

Eddie, as he is normally called, obtained a diploma in public health from the Cape Technikon in 1968 and started his career in the Public Service as a health inspector. Studying at the University of South Africa (UNISA), he obtained a BA (Hons), MA (Public Admin) and D. Litt et Phil degrees. His academic career started in 1980 at his Alma Mater, UNISA, where he lectured at graduate and post-graduate levels. He also lectured on a part time basis at the Medical University of South Africa (MEDUNSA), the Witswatersrand University (Wits) and Technikon Pretoria.

He was appointed an Associate Professor at the Potchefstroom University for Christian Higher Education (PU for CHE) presently the North-West University and was responsible for developing and teaching Public Administration as well as extra-curriculum courses in the North-West Province, from 1988 – 1994. His areas of interest were development, policy, service delivery and personnel administration. During this time he was an active member of the United Democratic University Staff Association (UDUSA).

He was appointed Chairperson of the Provincial Service Commission, North-West Province during 1994. In 1998, he returned to the PU for CHE before being appointed Commissioner in 1999.

In January 2004, he was re-appointed Commissioner resident in Head Office.

He is a member of the Editorial Council of the Journal, Administratio Publica. He co-authored a book, Key Aspects of Public Administration, and published a number of articles.
Mr Mzwandile Msoki
Eastern Cape

Commissioner Msoki obtained a Bachelor of Social Science (Honours) degree from the University of Cape Town in 1987. From 1990-1994, he worked for the Cape Town based Community Development Resource Association (CDRA) as an Organisational Development Consultant. During this period, he gained experience in conducting evaluation for civil society organs as well as in facilitating a range of organisation development processes.

In 1993, Commissioner Msoki obtained a certificate in Development Economics as the University of East Anglia in the United Kingdom. From 1969, he worked as a civil servant under the then former homeland government until expelled in 1974 because of political activism. He then joined the South African Council of Churches and did community development work until 1984. In 1998, he was appointed Director of the then Dependant’s Conference within the South African Council of Churches. In 1994, he joined the Public Service as a Provincial Service Commissioner in terms of the 1993 Constitution Act of South Africa. He was appointed and re-appointed Commissioner resident in the Eastern Cape in 1999 and 2004 respectively.

Ms Nozipho Mxakato-Diseko
based at Head Office

Commissioner Mxakato-Diseko obtained a Post Graduate Diploma in Development Studies from Oxford University, BA Honours and Masters Degree in Politics, Philosophy and Economics from Oxford University, Masters Degree in International Relations from Warwick University, and a Doctor of Philosophy Degree in Politics from Oxford University.

Commissioner Mxakato-Diseko spent the better part of her career abroad. Before joining the PSC in January 2004, Commissioner Mxakato-Diseko was Chairperson of the BITF/ International Trade Commission, a position she assumed after spending a year as Vice Chairperson of the Board of the National Nuclear Regulator Authority. Other positions that she held throughout her career include South African Ambassador/Permanent Representative to the United Nations in Vienna, South African Permanent Representative to the International Atomic Energy Agency, South African Permanent Representative to the Comprehensive Nuclear Test Ban Treaty Organisation, South African Ambassador to Croatia, Slovenia, Slovakia and the Republic of Austria, Chairperson of the Working Group of the International Atomic Energy Agency on Funding for Nuclear Technical Cooperation, Chief Director for Policy Planning at the Department of Foreign Affairs, Head of the African National Congress (ANC) mission in Sweden, and Chairperson of the ANC for the UK and Ireland.

Commissioner Mxakato-Diseko has also headed various United Nations Delegations and Commissions such as the Commission on Crime Prevention and Criminal Justice, the Convention on Anti-Corruption and Fraud, amongst others.

Mr Paul Helepi
Free State

Commissioner Helepi obtained a Bachelor of Administration and Master of Public Administration from the University of Free State. He is currently doing his PhD in Performance Management in Higher Education.

A teacher by profession, Commissioner Helepi taught in various high schools, including Phephetso Secondary in Kroostad. Other positions that he held throughout his career include amongst others: Director of Free State Higher and Further Education and Training Trust, Manager of Support Services for Higher Education Restructuring at the University of Free State, and Manager Support Services in the office of the Registrar at the University of Free State.

He has done extensive research in areas such as Leadership Management, Management Information Systems, Equity, and Institutional Planning and Governance.

Commissioner Helepi was very much involved in union activities and the positions that he held include amongst others, Chairperson of the Kroonstad branch of the South African Democratic Teachers Union as well as Chairperson of the South African Student Congress at the University of Free State. He is the founder member of the Maskeng Progressive Teachers Organisation in Kroonstad, which later became the South African Democratic Teachers Union.

Currently, Commissioner Helepi is advisor of the Umsobomvu Youth Fund on Further Education and Training. He joined the PSC in January 2004.

Ms Koko Mokgalong
based at Head Office

Popularly known as Koko, Commissioner Mokgalong obtained a BA (Ed) from the University of the North in 1988, B Ed (Psychology of Education) from the University of Durban Westville in 1990, and in 1998 an MPA (Public Policy Management and Social Change; Programme Planning and Evaluation) from the University of the Western Cape.

She was a high school teacher from 1990 to 1995 and there after became Member of Parliament until joining the PSC as Commissioner in Limpopo. She has served on several Portfolio Committees, namely Public Service and Administration, Education, Reconstruction and Development and Minerals and Energy Affairs. From 1996 to 1998, she undertook training in several areas: Internship in Legislative Administration through the Columbus International Programme, Advanced Executive Programme for Senior Managers; and participated in study tours including amongst others, the Commonwealth Advance Seminar on Leading Reform in the Public Service. She delivered several papers on professional ethics and service delivery improvement at national conferences.

Ms Mokgalong has been a member of and actively involved in different organisations such as FAWESA, South African Institute of International Affairs, COLTIS in Northern Province, Northern Transvaal Teachers Union, South African Democratic Teachers Union, interim committee of the Women’s Coalition and Black Management Forum.

In July 2004, she was appointed Commissioner resident in Head Office.

Ms Nolwazi Msuku
based at Head Office

Commissioner Msuku obtained a Bachelor of Social Science (Honours) degree from the University of Cape Town in 1987. From 1990-1994, she worked for the Cape Town based Community Development Resource Association (CDRA) as an Organisational Development Consultant. During this period, she gained experience in conducting evaluation for civil society organs as well as in facilitating a range of organisation development processes.

In 1993, Commissioner Msuku obtained a certificate in Development Economics as the University of East Anglia in the United Kingdom. From 1969, she worked as a civil servant under the then former homeland government until expelled in 1974 because of political activism. He then joined the South African Council of Churches and did community development work until 1984. In 1998, he was appointed Director of the then Dependant’s Conference within the South African Council of Churches. In 1994, he joined the Public Service as a Provincial Service Commissioner in terms of the 1993 Constitution Act of South Africa. He was appointed and re-appointed Commissioner resident in the Eastern Cape in 1999 and 2004 respectively.

Mr Mzwandile Msoki
Eastern Cape

Commissioner Msoki obtained a Bachelor of Social Science (Honours) degree from the University of Cape Town in 1987. From 1990-1994, he worked for the Cape Town based Community Development Resource Association (CDRA) as an Organisational Development Consultant. During this period, he gained experience in conducting evaluation for civil society organs as well as in facilitating a range of organisation development processes.

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Ms Nozipho Mxakato-Diseko
based at Head Office

Commissioner Mxakato-Diseko obtained a Post Graduate Diploma in Development Studies from Oxford University, BA Honours and Masters Degree in Politics, Philosophy and Economics from Oxford University, Masters Degree in International Relations from Warwick University, and a Doctor of Philosophy Degree in Politics from Oxford University.

Commissioner Mxakato-Diseko spent the better part of her career abroad. Before joining the PSC in January 2004, Commissioner Mxakato-Diseko was Chairperson of the BITF/ International Trade Commission, a position she assumed after spending a year as Vice Chairperson of the Board of the National Nuclear Regulator Authority. Other positions that she held throughout her career include South African Ambassador/Permanent Representative to the United Nations in Vienna, South African Permanent Representative to the International Atomic Energy Agency, South African Permanent Representative to the Comprehensive Nuclear Test Ban Treaty Organisation, South African Ambassador to Croatia, Slovenia, Slovakia and the Republic of Austria, Chairperson of the Working Group of the International Atomic Energy Agency on Funding for Nuclear Technical Cooperation, Chief Director for Policy Planning at the Department of Foreign Affairs, Head of the African National Congress (ANC) mission in Sweden, and Chairperson of the ANC for the UK and Ireland.

Commissioner Mxakato-Diseko has also headed various United Nations Delegations and Commissions such as the Commission on Crime Prevention and Criminal Justice, the Convention on Anti-Corruption and Fraud, amongst others.

*PSC Head Office is in Pretoria, Gauteng.*
Mr Kgabo Elias Mahoai  
Limpopo  
Commissioner Mohoai obtained a Bachelor of Education (Honours) in Planning and Management from the University of the North and a Masters Degree from California State University. A teacher by profession, Commissioner Mahoai taught at Balulele High School from 1987 – 1999. He has extensive experience in the Public Service. Other positions that he held throughout his career include amongst others Manager at the Premier's Office in Limpopo, Senior Manager at the Office of the MEC for Health and Welfare in Limpopo, and General Manager of Social Security at the Department of Health and Welfare in Limpopo. He has attended workshops in Public Finance Management Act, Public Service Management Capacity Building, Project Management, Local Government, and Risk Management.

Commissioner Mohoai joined the Public Service Commission in July 2004.

Mr David Walter Mashego  
Mpumalanga  

He practiced as a Telecom Electrician. From 1994 – 1998, he became a Member of Parliament. He served on several Portfolio Committees, amongst others, Communications and Public Enterprises. He also served on joint Standing Committee of Finance and Ad hoc Committee on the Termination of Pregnancy and the Report of Surrogate Motherhood.

The positions that he held throughout his career include amongst others, secretary of the Lowveld Passenger Liaison Committee; Chairperson of the Post and Telecommunications Workers Association, Nelspruit Branch; secretary of COSATU, Nelspruit; Chairperson of the ANC at Msogwaba Branch; and Regional Executive Member of the COSATU Highveld Region. He was appointed Commissioner in the Mpumalanga Province as from January 1999. In January 2004, he was re-appointed Commissioner resident in Mpumalanga.

Ms Phelole Tengeni  
KwaZulu-Natal  
Commissioner Tengeni obtained a Bachelor of Arts in Political Science (Honours) from the University of Zululand and a Masters Degree in Social Policy from the University of Durban Westville. Before joining the PSC in January 2004, Commissioner Tengeni worked at Radford University in the United States of America for a year. She also worked at the University of Zululand as Senior Lecturer/Assistant Head: Political Science.

Other positions that Commissioner Tengeni held throughout her career include Human Resources Development Officer at the then KwaZulu Government's PSC, and Human Resources Development Officer at Harmony Gold Mining.

Commissioner Tengeni research interests include policy matters and women and development.

Mr Kenneth Lloyd Mathews  
Northern Cape  
Commissioner Mathews holds a BA Honours and a Higher Education Diploma from the University of Western Cape. In 1985, he obtained a Bed Degree at the University of the Free State. Presently, Commissioner Mathews is busy with his research report (Masters in Public Administration) at the University of the Free State.

In 1994, Commissioner Mathews became the leader of the Strategic Management Team responsible for the amalgamation of the different education departments in the Northern Cape as well as Advisor to the MEC for Education.

From 1995 – 1999, he was Political Advisor to the Premier of the Northern Cape. In terms of political activity he was a provincial candidate for the ANC in 1994 and 1999. He served as chairperson of various ANC structures (Education Desk, ANA branches and regional structures in the Province). Before the 1994 elections, he was sent to Canada by the ANC to be trained as a senior civil servant.

From 1994, he served on various committees including amongst others, Chairperson of the Premier’s Education Trust, board member of the Free State Technikon, Technikon South Africa as well as the Northern Cape Technical College.

Commissioner Mathews was appointed Commissioner resident in the Northern Cape Province in 1999.
Mr JD Squire Mahlangu  
North-West

Popularly known as Squire, Commissioner Mahlangu spent more than three and a half years in the North West Provincial Commission, and during that period was seconded to the provincial department of Health and Welfare, responsible for Finances, Personnel and Logistics.

Mr Mahlangu was previously employed in industrial engineering at the Rosslyn plant of BMW for sixteen years. He had a two-year stint with Noristan Pharmaceuticals near Mamelodi. In addition to his qualification in Workstudy and Organization, he was awarded the DPLR and MDP certificate by UNISA School of Business Leadership, and is currently pursuing an MBA degree with Edinburgh Business School (Heriot-Watt University).

Mr Mahlangu served as one of the representatives of the Public Service Administration Minister in the Public Service Bargaining Council, and was Chairperson of the Inter-Provincial Labour Relations Forum. He has served as executive member of various political, labour and civic structures and has a keen interest in philosophy. Amongst others, he was a former:

- Regional Chairperson – ANC (Brtis to Hammarskraal)
- Publicity Secretary Mamelodi Civic Association (UDF affiliate)
- Chairperson Inter-Provincial Labour Relations Forum
- Executive member Mamelodi Action Committee (UDF affiliate)
- Part time organizer NAAWU (now NUMSA) in the motor industry in Pretoria (in the late 70s early 80s)
- Executive member Northern Transvaal Football Association
- Chairperson BMW Employee Council
- Deputy Secretary Mamelodi Football Association

In January 2004, he was re-appointed Commissioner resident in North West.

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Dr Norman Maharaj  
Western Cape

Commissioner Maharaj, a medical doctor by profession, obtained an MBChB degree from the University of Cape Town in 1975. His extensive experience in the medical field dates back from 1975.

The positions that he held throughout his career include: Medical Intern and Medical Officer at Livingstone Hospital, Senior Medical Officer at Kimberley Hospital, Senior and Principal Medical Officer at Groote Schuur Hospital, General/Family Practitioner, Acting Senior Medical Superintendent at Conradie Hospital, Senior Medical Superintendent/Chief Medical Officer at GF Jooste Hospital, Provincial Manager for the Coordination of the Placement of Medical Interns and Community Service Doctors, Pharmacists and Dentists, and Chief Director at Groote Schuur and Red Cross Children’s Hospitals.

Before joining the PSC in April 2004, he was Chief Director and Executive Officer at Groote Schuur Hospital. He attended innumerable training courses, workshops and seminars in South Africa, England, Sweden and France on trade unionism, medical and management skills.

His involvement with union activities dates back from 1985 and the positions that he held include amongst others: General Secretary of the Health Workers Union, Chief Negotiator of the Health Workers Union at Provincial and National Bargaining chambers, Health Workers Union representative on the forum for the Western Cape Provincial Health Plan, and Chief Negotiator of the National Union of Public Service and Allied Workers Union. He is the founder member of the Health Workers Union as well as the National Union of Public Service and Allied Workers Union.