

# CHAPTER 2

## Programme Performance



## VOTED FUNDS

Main Appropriation

R64 215 000

## STATUTORY APPROPRIATIONS

Responsible Minister

Minister for the Public Service and Administration

Administering Department

Office of the Public Service Commission

Accounting Officer

Director-General of the Office of the Public Service Commission

# 2.1 THE PUBLIC SERVICE COMMISSION



Minister for the Public Service and Administration, Ms Geraldine Fraser-Moleketi (second from right) during one of the "Letsemas"

The activities undertaken by the Commission during the period under review are discussed in this chapter per programme and sub-programme. In order to place the activities of the sub-programmes in context, however, a brief analysis of the aims and key objectives of Vote 11 (the Public Service Commission) is provided.

### 2.1.1 Aim of the Vote

The aim of the Commission is to promote the constitutional values and principles of public administration in the public service.

### 2.1.2 Key objectives and programmes

The Commission's objectives are to promote and maintain effective and efficient public administration with a high standard of professional ethics.

The core business of the Commission is to investigate, monitor, evaluate and advise on strategic public service issues. The Commission is a knowledge-based organisation, which produces and uses information to contribute to a participatory and developmental public service.

#### 2.1.2.1

#### Key objectives of the Commission are:

- building professional ethics and risk management;
- investigating allegations of corruption;
- monitoring and evaluating service delivery and improving its management;

- monitoring labour relations and improving human resource management and development;
- promoting sound institution-building in the public service; and
- monitoring the conditions of service of staff including senior management, in the public service.

### 2.1.2.2

#### The key performance areas of the Commission are:

- human resource management;
- labour relations monitoring;
- conditions of service and senior management;
- professional ethics and risk management;
- anti-corruption investigations; and
- improvement of management and service delivery.

#### Additional focus areas:

- monitoring and evaluation; and
- institution-building.

### 2.1.3 Summary of programmes

The activities of the Commission are organised into three programmes. Programme 1: Administration; Programme 2: Human Resource Management and Labour Relations; and Programme 3: Good Governance and Service Delivery.

- **Administration** manages and organises the Office of the Public Service Commission.
- **Human Resource Management and Labour Relations** enables the Commission to perform its human resource management and labour relation functions effectively by investigating, monitoring and evaluating human resource policies and practices and by the application of merit and equity principles in this regard. The

objective of this programme is to improve fair labour practices and to promote a high standard of professionalism in the public service.

- **Good Governance and Service Delivery** establishes a culture of professional ethics in the public service and assesses the implementation of risk management strategies. The objective of this programme is to investigate and evaluate management practices and service delivery to promote good governance in the public service.

Service delivery within these programmes was affected by the various external and internal factors.

### 2.1.3.1

#### Overview of the service delivery environment for 2003/ 2004

During the period under review, the Director-General of the Office of the Public Service Commission was appointed to be part of the Interim Management Team (IMT), which assisted with the intervention in the Eastern Cape Provincial Administration. This development had a direct impact on the performance and output of the organisation.

In terms of fair and sound labour relations practices, all employees in the public service have the right to be treated with dignity, equality and fairness. This implies, among others, that the grievances of employees should be dealt with in a manner that does not prejudice any employee and affords employees a fair and just opportunity to have their grievances resolved to their satisfaction.

In view of the fact that it is also an acknowledged labour relations principle that a grievance be considered and resolved as close to its point of origin as possible and within the shortest possible period of time, the Commission published rules for dealing with the grievances of employees in the Government





Gazette of 25 July 2003. These rules were implemented with effect from 19 September 2003.

In order to further promote the visibility of the Public Service Commission in the arena of the resolution of grievances and to emphasise its commitment to service delivery, these rules were launched both on a national and a provincial level. This was done by conducting workshops with the role-players in the relevant departments/ provincial administrations.

#### **2.1.3.2**

##### **Overview of the organisational environment for 2003/ 2004**

The Director-General's appointment into the IMT had a direct impact on the performance and output of the organisation, as a number of senior staff members from the two line function branches, including Deputy Director-General: Human Resource Management and Labour Relations (DDG: MLR), were also deployed to the Eastern Cape.

The Deputy Director-General: Good Governance and Service Delivery was appointed Acting Director-General throughout the intervening period, to mitigate the impact of the above. The three Chief Directors within the Human Resource Management and Labour Relations branch were appointed Acting DDG: MLR on a rotational basis.

#### **2.1.3.3**

##### **Strategic overview and key policy developments for the 2003 / 2004 financial year**

During 2002/2003, a number of strategic priorities emerged for the Commission, including three not initially covered by its work plan: developing an integrated and transversal monitoring and evaluation system; conducting anti-corruption investigations; and assisting with performance management in the public



service, in particular in the evaluation of heads of departments (HoDs).

The Commission is in the process of implementing the transversal monitoring and evaluation system, which will equip it with the tools to investigate, monitor, and evaluate the public service and its administration and personnel practices.

The system is based on assessing the performance of public service entities according to a limited number of strategic performance indicators, based on the constitutional principles and values governing the public service and administration. The system will make use of participatory and self-evaluation techniques and rely on existing data, wherever possible. The objective is that the system will provide departments with clear guidelines of where improvements are needed.

Cabinet requested the Commission to develop an appropriate framework for evaluating heads of department. This has been approved and has been regulated by the Minister for the Public Service and Administration. The first evaluation period to be covered by the framework was the 2000 / 2001 financial year. Although the implementation of the framework was, in its first phase, only obligatory for heads of national departments, premiers were advised to consider implementing it in the provinces as well. All provinces, with the exception of the Western Cape, have decided to do so.

Members of the public sector institutions or the public at large report individual cases of corruption and other related matters, which require investigation, to the Commission. The Commission has established a dedicated anti-corruption unit, which deals with cases of alleged corruption referred to it. The unit investigates these cases and compiles reports for the responsible executive authority and the Portfolio Committee on Public Service and Administration.





The Commission has adopted additional mandates to those discussed above. These include: establishing and managing an anti-corruption hotline; updating and managing a register of the financial interests of public servants; and managing a register of cases of financial misconduct by public servants and the outcomes of these cases, as stipulated in the Public Finance Management Act (1 of 1999) (PFMA).

### **2.1.4 Departmental receipts**

No revenue collection was planned for the period under review. Revenue was, however, received from various different sources.

### **2.1.5 Departmental payments**

No departmental payments were made during the reporting period.

### **2.1.6 Notes on programmes**

For ease of reference, each Chief Directorate in a branch will be considered to be a sub-programme.

## 2.2 PROGRAMME 1: ADMINISTRATION

This programme is responsible for the overall management of the Office of the Public Service Commission. It provides for policy formulation by the Minister, the Commission itself, the Director-General and members of the Office's management. Other functions include organising the Office, providing centralised administrative and legal support services, managing departmental personnel and financial administration, determining working methods and procedures and exercising internal control of the department.

The programme is divided into three sub-programmes: the Public Service Commission; Management; and Corporate Services.



*Mr N Khoza, Deputy Director-General*

### 2.2.1 Sub-programme: Public Service Commission

#### Purpose

This sub-programme provides for the conditions of service of the 14 Public Service Commissioners appointed in terms of section 196 of the Constitution, 1996.

#### Measurable objectives

The objectives and activities of the Commission are based on its constitutional mandate and are presented in its business plan for each financial year.

The objectives and activities for 2003/2004 are discussed in detail under Programme 2: Human Resource Management and Labour Relations and Programme 3: Good Governance and Service Delivery.

### 2.2.2 Sub-programme: Management

#### Purpose

This sub-programme conducts the overall management of the Office and also comprises the office of the Director-General and the heads of the two branches in the Office.

#### Measurable objectives

By means of strategic direction, management and control, the management of the Office of the Public Service Commission ensures that the business plan of the Commission is executed in an effective way. In addition, it ensures that the Commission is correctly advised on all matters emanating from its constitutional mandate.



### 2.2.3 Sub-programme: Corporate Services

#### **Purpose**

The main aim of this sub-programme is to provide corporate services to the Commission and its Office.

#### **Measurable Objectives**

The activities of this sub-programme are structured to meet the following objectives:

- the implementation and maintenance of sound human resource management and development practices at the Office;
- providing effective logistical support to the Office of the Commission;
- ensuring accountable financial administration and management in the Office;
- providing effective information technology services; and
- providing effective communication and information services.

#### **Transfer payments**

There were no transfer payments during the period under review.

#### **Conditional grants**

There were no conditional grants during the period under review.

#### **Capital investment, maintenance and asset management plan**

There was no capital investment, maintenance, or asset management plan during the period under review.

## 2.3 PROGRAMME 2: HUMAN RESOURCES MANAGEMENT AND LABOUR RELATIONS

This programme aims to enable the Commission to perform its human resource management and labour relation functions effectively. The programme is divided into three sub-programmes: Labour Relations; Human Resource Management and Development; and Senior Management and Conditions of Service.



*Ms OR Ramsingh, Deputy Director-General*

### 2.3.1 Sub-programme: Labour Relations

The labour relations dispensation has brought about fundamental changes and developments in the public service. During the period under review, the Commission endeavoured to provide a more focused analysis of the field of labour relations by highlighting important concepts and issues and advising on best practices.

#### Purpose

The core function of the sub-programme is the investigation, monitoring and evaluation of the application of merit and equity principles and sound human resource practices and policies in the public service.

#### Measurable objectives

The main objectives of the sub-programme are:

- to investigate grievances and complaints lodged by public servants and to recommend appropriate remedies to national and provincial departments;
- to conduct investigations into complaints relating to the application of personnel and public administration; and
- to conduct research on issues related to sound human resource personnel practices in the public service.

This sub-programme aims to contribute to a more informed workforce in the public service, with fewer work stoppages, improved productivity, a lower rate of absenteeism and a high level of initiative, which, in turn, will lead to improved service delivery to the public.



### 2.3.1.1

#### Service delivery objectives and indicators

##### Recent outputs

The intervention in the Eastern Cape and the resultant shortage of human resources in the Chief Directorate: Labour Relations impacted negatively on its performance and output. As a result, the following targets could not be reached.

The Project: Assessing the Role of Labour Relations Officers is in the process of being finalised.

The Project: Reporting on the Outcome of Disciplinary Proceedings in Cases of Financial Misconduct in the Public Service for the Financial Year 2002/ 2003 will be finalised in the next financial year.

#### A synopsis on the achievement of targets, which contributed to achieving the Commission's outcomes

In terms of the provisions of section 196(4)(f)(ii) of the Constitution, 1996, the Commission is empowered to consider the grievances of employees in the public service concerning official acts or omissions and to recommend appropriate solutions. In order to give effect to this constitutional requirement, the Commission published the Rules for Dealing with Grievances of Employees in the Public Service in the Government Gazette, on 25 July 2003. The new grievance rules provide a speedy, impartial and equitable procedure for the handling of grievances, which conforms to the principles of sound labour relations and the resolution of individual grievances at the lowest possible level in a department. They also significantly promote the visibility of the Commission.



Mr T Sefuba, Chief Director

A further accomplishment in this regard was the launch of the rules, both nationally and in the nine provinces. These launches raised awareness among role-players and provided comprehensive advice on their application.

### 2.3.1.2

#### Service delivery achievements

In pursuit of the Commission's constitutional mandate, the component has undertaken several activities during the year under review. The following table provides a summary in this regard:

SUB- PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
Labour Relations	Publication of new rules for dealing with grievances by the Commission.	On 27 March 2003, the parties to the PSCBC signed Resolution 14 of 2003, which provides the public service with a new grievance procedure. The rules were gazetted in Government Gazette nr. 25209 of 25 July 2003. Ten workshops were conducted with the national (1), as well as the provincial departments (9), with the aim of informing departments on the new rules for dealing with grievances.	February 2003	Publication of the rules was delayed, due to the consultative process undertaken at the PSCBC.
	Rules of the Commission for dealing with complaints, in terms of section 11 of the Public Service Commission Act, 1997.	The rules for dealing with complaints were published in Government Gazette nr. 23635 of 19 July 2002, in all eleven official languages. Brochures to inform the public and employees on their right to lodge complaints were printed in all eleven official languages. The rules for dealing with complaints will be launched nationally.	The target date for the launch of the Complaints Rules was set for August 2003.	The Commission directed that the launch be conducted in 2004.
	Evaluation of the extent to which the dispute resolution mechanisms are utilised by employees in the public service.	The Commission analysed and assessed information obtained by means of questionnaires and interviews from role-players with regard to the extent to which dispute resolution mechanisms are utilised. The report was approved by the Commission in June 2003.	February 2003	Donor funds were procured in order to print the report. Printing was finalised in March 2004.
	Reporting on the outcome of disciplinary proceedings in cases of financial misconduct in the public service.	In terms of the Public Finance Management Act, 1999 (PFMA) and the Treasury Regulations, national and provincial departments must report details relating to financial misconduct to the Commission upon finalisation of cases. The first report on financial misconduct with regard to cases finalised during 2001/ 2002 was published by the Commission during July 2003.	Ongoing	The report for cases finalised during 2001/ 2002 was published in July 2003.

SUB- PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
	Database on agreements reached in the departmental chambers during the previous financial year.	A database has been set up and is being maintained.	Ongoing	Ongoing
	Handling of grievances in terms of section 35 of the Public Service Act.	The Commission is empowered in terms of section 196(4)(f)(ii) of the Constitution, 1996 to investigate grievances of public servants and to make recommendations to executing authorities. During the period under review, the Commission considered the merits of 29 grievances.	Grievances lodged with the Commission in terms of the applicable provisions should be considered and solutions approved.	<p>During the period under review, the Commission considered the merits of grievances.</p> <p>Chart 1 on P. 26 provides an exposition of the genders involved where grievances have been lodged.</p> <p>Chart 2 on P. 26 provides an exposition of the races involved where grievances have been lodged. Of the 29 grievances, 16 were found to be substantiated.</p> <p>Chart 3 on P. 26 provides an exposition of departments and a provincial administration where the 16 grievances that were found to be substantiated originate from.</p>
	Referral of grievances where the Commission has no jurisdiction.	During the period under review, the Commission referred 29 grievances to departments and provincial administrations, due to the fact that the Commission has no jurisdiction to consider grievances that have not been dealt with in terms of the prescribed grievance procedure or that relate to former officers.	Ongoing	Ongoing

## SUB- PROGRAMME

## OUTPUTS

## OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS

## ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS Target Actual

Monitoring the implementation of the Commission's recommendations in respect of grievances.

Monitoring the implementation of the Commission's recommendations by executing authorities and departments is an ongoing process.

The Commission recommended appropriate solutions in respect of 17 grievances, of which seven were implemented; and five were not implemented. In one case, the Department of Finance, Provincial Administration: Western Cape indicated that it could not implement the recommendation of the Commission because the relevant post had been abolished, as a result of a comprehensive restructuring process.

Four recommendations of the Commission were not implemented, as a result of policy considerations.

In three cases, the relevant departments were still considering whether to implement the Commission's recommendations.

Two cases had not been followed up, as on 31 March 2004, as the Commission's system for following up its recommendations provides that departments only be followed up two months after being notified of the Commission's recommendation.

Monitoring of the implementation of the recommendations made by the Commission should be done on a six-monthly basis.

Reports were completed and approved by the Commission.

Monitoring and evaluating personnel and public administration practices by means of *ad hoc* requests and complaints, resulting in investigations/ giving advice to national organs of state.

The Commission conducted the following investigations:

- Alleged irregular practices and mismanagement in the Department of Social Development, Provincial Administration: Eastern Cape.
- Alleged maladministration in the State Attorney's Office.
- Alleged impropriety at Statistics SA.

14 April 2003

10 June 2003

October 2003

December 2003

December 2003

Not finalised

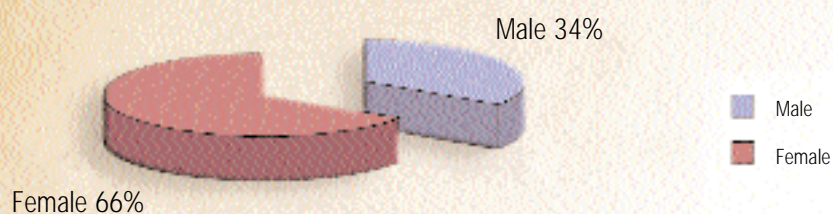




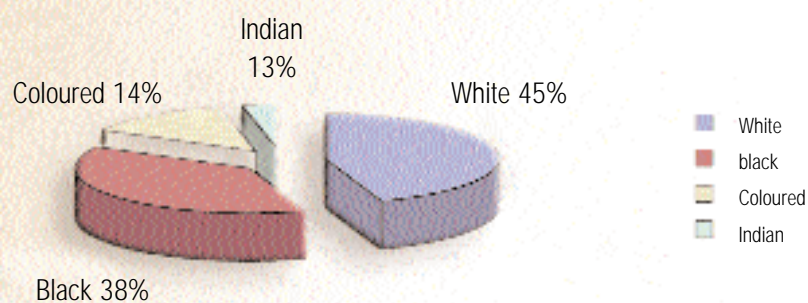
SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
	Monitoring and evaluation focus.	The Commission has observer status at the PSCBC and has entered into discussions with the Department of Labour on observer status at NEDLAC.	Ongoing	Ongoing
	Conducting cross-functional investigations.	Investigation into conduct of the Executive Assistant to the Secretary for Safety and Security.	November 2002	Investigation report completed in April 2003
	Intervention in the Eastern Cape.	<ul style="list-style-type: none"> <li>Four staff members of the component were deployed to assist with intervention in the Eastern Cape. All four staff members formed part of the Disciplinary Cases Task Team (DCT). The DCT was established to deal with backlog disciplinary cases in four departments, namely the departments of Social Development, Health, Education and Roads and Public Works. The mandate of the DCT was later extended to emerging disciplinary cases.</li> <li>Two employees from the component were nominated to assist with the appeal cases in the Eastern Cape.</li> </ul>	31 March 2003	31 March 2004



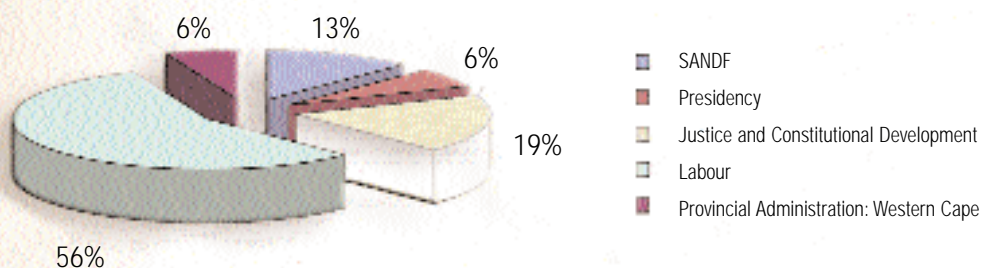
**CHART 1: GENDER IN RESPECT OF GRIEVANCES**



**CHART 2: RACE IN RESPECT OF GRIEVANCES**



**CHART 3: DEPARTMENTS AND A PROVINCIAL ADMINISTRATION WHERE GRIEVANCES WERE FOUND TO BE SUBSTANTIATED**





### 2.3.2 Sub-programme: Human Resource Management and Development

In order for the public service to function effectively, there should be sound human resource management. The public service is a reflection of democracy in action, and it is expected to be professional, representative and competent. If it does not fulfil these expectations, this may be interpreted as a fundamental failure within this key institution of our democracy.



Mr I Naidoo, Chief Director

The Commission has attempted to promote effective human resource management in the public service by implementing national projects around key elements of human resource management, as well as responding to requests for specific investigations. In cases where weaknesses were revealed during investigations, support was given in the form of checklists and guides.

This approach has contributed to the development of the monitoring and evaluation framework of the Commission.

#### Purpose

The main aim of this sub-programme is to investigate, monitor and evaluate human resource policies and practices.

#### Measurable objectives

The main objectives of the sub-programme are:

- to promote Affirmative Action, Equity and Representation in the public service;
- to ensure that human resources in the public service are managed in compliance with constitutional values and principles and the transformation policies of government; and
- to provide best practices regarding human resource management and development.

#### 2.3.2.1

#### Service delivery objectives and indicators

#### Recent outputs

##### Management of discipline in the public service

The Disciplinary Code and Procedures in the public service specify the conditions under which discipline should be managed at institutional level. This understanding underpins the premise on which the Public Service Commission conducted an investigation into the management of discipline in the public service. The investigation focused on three areas, namely the interpretation and implementation of policy and delegations impacting on management of discipline, organisational arrangements that are conducive to the efficient and effective management of this practice and the management of disciplinary procedures and related activities, as well as the impact of the transformation of the public service on discipline.

The study found that many managers are still experiencing difficulty in managing discipline. The view that discipline is a punitive function, with negative connotations attached to it, rather than a corrective one, still persists. The study showed that the



management of discipline has improved in some instances, but there are gaps that need to be closed in order to ensure that any gains made are not lost. The management of discipline remains primarily a management prerogative and responsibility.

### **The state of performance management systems in the South African public service**

With the urgency mounting for transformation and service delivery in the public service, the Public Service Commission conducted an investigation to determine progress in compliance and implementation, subsequent to a study by the Department of Public Service Administration. The focus was mainly on the extent to which performance management systems had been developed and implemented, assessment of the problems experienced with the development and implementation of the system and evaluation of the levels of implementation of the systems throughout the public service.

The overall picture emerging from this investigation shows that there is a high degree of compliance with policies and legislation throughout the public service. All responding national and provincial departments have processes in place, which are moving away from the old appraisal system to the new Performance Management Development System (PMDS). In many instances, however, this compliance does not translate into effective transformation of departments towards a culture of improved performance linked to strategic organisational objectives.



### 2.3.2.2

#### Service delivery achievements

SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET	
			Target	Actual
Human Resource Management and Development	Oversight of the verification of qualifications of officials on levels 9 to 10 in the public service.	An investigation emanating from the investigation conducted into the verification of qualifications of Senior Managers in the public service in 2001.	January 2004	The project has been deferred to the latter part of the year.
	Verification of qualifications of Middle Managers (levels 11 to 12) in the public service.	Due to higher than anticipated funding requirements, the project was only finalised towards the first quarter of 2004.	July 2003	A draft report has been compiled.
	Audit of Affirmative Action in the public service.	There were delays in finalising this project, mainly due to slow responses from departments.	July 2003	A draft report has been compiled.
	Investigation into the state of performance management systems in the public service.	Investigation undertaken and report produced.	March 2003	A report has been compiled.
	Monitoring the implementation of the policy framework on HIV/Aids.	The Terms of Reference have been developed and the project is being funded jointly with GTZ (German Donor Funding Agency).	February 2004	Investigation is underway.
	Compilation of a "Toolkit" on recruitment and selection.	Based on various investigations around recruitment and selection, the Office produced a "Toolkit" to assist managers and practitioners in improving the key elements of HR.	March 2003	The "Toolkit" has been distributed.
	Management of discipline in the public service.	Investigation conducted and report produced.	March 2003	A report has been compiled.

**SUB-  
PROGRAMME****OUTPUTS****OUTPUT  
PERFORMANCE  
MEASURES/ SERVICE  
DELIVERY INDICATORS****ACTUAL PERFORMANCE AGAINST TARGET  
QUANTITY/ QUALITY/ TIMELINESS****Target****Actual**

Evaluation of the recruitment and selection procedures of Senior Managers appointed in the Eastern Cape Provincial Administration.

Investigation conducted and a report produced.

January 2004

Initial draft report produced. Project scheduled for completion in the first half of 2004.

Secretariat to the Ministerial Task Team into the restructuring of the Office of the Secretary for Defence.

Investigation conducted and report produced.

October 2003

A report has been compiled and handed to the Minister of Defence.

### 2.3.3 Sub-programme: Senior Management and Conditions of Service

Senior managers form the backbone of any organisation. They provide direction and are mainly responsible for the achievement of objectives and targets. The Commission has, therefore, identified the monitoring, evaluation and investigation of personnel practices relating to the senior management service as one of its key performance areas. Although all aspects of senior management employment are covered, particular emphasis is placed on performance management.



*Ms V Nhlapo, Chief Director*

The overall cost of employment of public servants in government is high and it is necessary to ensure that this expenditure is efficiently managed. The Commission has prioritised evaluating the effectiveness and efficiency of the current conditions of employment and the management thereof.

#### Purpose

The main aim of this sub-programme is to manage the performance of Heads of Department and the development of the conditions of service of the Senior Management Service.

#### Measurable objectives

The main objectives of the sub-programme are:

- to improve the management of the employment conditions of public servants by investigating the management practices of departments;
- to focus on performance management in the Senior Management Service (SMS); and
- to manage the evaluation of the performance of Heads of Department.

#### 2.3.3.1

#### Service delivery objectives and indicators

#### Recent outputs

Intervention in the Eastern Cape impacted negatively on the achievement of outputs set by this sub-programme for the 2003/2004 financial year. Staff members had to be deployed, either for the full financial year, or as the need arose. This posed limitations on human resources. Despite these limitations, the sub-programme managed to achieve the outputs it had set out to achieve. Two reports on conditions of service and retention and one report on the assessment of the evaluation process are being drafted and should be finalised during the first quarter of the 2004/2005 financial year.

Delays in responses from departments remain the biggest challenge in finalising some of the outputs. A number of heads of department had not submitted their performance agreements by the end of the financial year, as indicated in the table below. This raises concerns about the compliance of senior managers with the regulatory framework.

The increase in the number of heads of department evaluated during the period under review is an encouraging achievement. There is, however, still a growing concern about the overlapping of evaluation periods, which is exacerbated by delays in the submission of documents by departments.

### 2.3.3.2

#### Service delivery achievements

SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
Senior Management and Conditions of Service	Investigation into the re-employment of persons retired due to ill health.	Report on findings.	April 2003	Report approved by the Commission.
	Investigation into the management of state housing.	Report on findings.	March 2004	Draft report in the process of being finalised.
	Investigation into the application of job evaluation in the public service and assessment of the compatibility of job evaluation systems with the public service.	Report on findings.	December 2003	Draft report in the process of being finalised.
	Assistance with investigation into allegations made by POPCRU: Judicial Inspectorate of Prisons.	Inputs for the report provided.	April 2004	Interviews and documentary review completed. Draft report in the process of being finalised.
	Assessment of the management of the HoD evaluation process.	Report published.	March 2004	Draft report being finalised.
	Management of the heads of department (HoD) evaluation process.	<ul style="list-style-type: none"> <li>- Timely evaluation of HoDs.</li> <li>- Their executing authorities (EAs) advised.</li> <li>- Results of the HoD evaluations reported.</li> </ul>	March 2004	Guidelines were developed and distributed in August 2003. 23 national and 38 provincial HoDs were evaluated. These totals include the evaluations that could not be finalised during the previous reporting period.



SUB- PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
	Monitoring and evaluating EAs and HoDs and advising them on Performance Agreements (PAs).	<ul style="list-style-type: none"> <li>- Database of all PAs in place.</li> <li>- Improved quality of PAs.</li> </ul>	March 2004	Out of 36 national departments, 19 HoDs submitted their PAs. Of the 19 PAs, 12 complied with the Performance Management and Development System for Senior Management Service (PMDS). Out of 77 provincial departments, 61 HoDs submitted their PAs, 21 of which complied with the PMDS. The parties concerned have been advised that their PAs do not meet the requirements of the PMDS.
	Conducting a review of leadership in the public service.	<ul style="list-style-type: none"> <li>- Approved report.</li> <li>- Implementation of recommendations.</li> </ul>	February 2004	The report was finalised in February 2004.

## 2.4 PROGRAMME 5: GOOD GOVERNANCE AND SERVICE DELIVERY

This programme aims to enable the Commission to perform its management and service delivery improvement functions, develop professional ethics and improve risk management in the public service. The programme is divided into three sub-programmes. They are: Professional Ethics and Risk Management; Management and Service Delivery Improvement; and Special Investigations.



Prof R Levin, Deputy Director-General

### 2.4.1 Sub-programme: Professional Ethics and Risk Management

The Commission has a constitutional mandate to promote a high standard of professional ethics in the public service. An essential component of the democratisation of the public service has been a dedicated effort to make good governance and professional ethics a cornerstone of public administration. This entails addressing important issues, such as accountability and transparency and the prevention of corruption.

Corruption remains a problem at all levels of government and the problem of complicity by public officials remains a challenge. This is especially true in the area of procurement and in the management of conflict of interest.

The Public Service Commission seeks to address corruption proactively and in an integrated manner by promoting the creation of an ethics management infrastructure. Research has shown the need to strengthen the ethics management skills of public servants, while the ethics management infrastructure has been found to be too basic and potentially ineffective. Many elements of an effective ethics infrastructure are usually present in departments but are often generic, inappropriate and poorly supported. The effectiveness of the different elements is often compromised by their failure to operate in an integrated and coordinated manner.

Research by the Public Service Commission during 2003 aimed to strengthen the fight against corruption and to support implementation of the national anti-corruption strategy for the public service. The results of the research continue to guide the implementation of this strategy and to assist in strengthening the ethics management infrastructure and the public service corruption prevention capacity.

#### Purpose

The main aim of this sub-programme is to establish a culture of professional and ethical behaviour and to monitor and assess the implementation of risk management strategies in the public service.

#### Measurable Objectives

The main objectives of the sub-programme are:

- to promote a high standard of professional ethics and anti-corruption measures in the public service;



Dr D Balia, Chief Director

- to develop effective tools for ethics management;
- to research and evaluate professional ethics and corruption prevention;
- to monitor and raise awareness of conflict of interest issues among managers and maintaining the financial disclosure framework; and
- to promote and evaluate best practice in risk management.

#### 2.4.1.1

#### Service delivery objectives and indicators

##### Recent outputs

In line with the PSC's mandate to promote professional ethics, activities are focused on strengthening the whistle-blowing infrastructure and mechanisms available to the public service. Based on previous research carried out by the PSC and stakeholder consultation, Cabinet took a decision in August 2003 to create a single national anti-corruption hotline for the public service and the PSC was mandated to implement it. It is anticipated that the hotline will only be operational in the middle of 2004. The PSC obtained expert advice on the technical aspects of the requirements, design and implementation of key elements of such a hotline. A report was produced in December 2003.

Consultative workshops were undertaken and culminated in the development of a proposed whistle-blowing policy for the public service. The guidelines will assist managers with implementing the Protected Disclosures Act, contribute to greater awareness of the Act and prevent whistle-blowers from occupational detriment. Whistle-blower protection procedures, however, still need to be tightened.

Research was undertaken which focused on, among others, the following specific areas requiring ethical guidance and intervention.

- The acceptance of gifts and entertainment requires dedicated intervention to ensure transparent and fair procurement processes. Guidelines were developed, taking cognisance of the Code of Conduct and other frameworks providing guidance to public servants in this problematic area.
- Remunerated work conducted outside the public service by officials in the health sector is an issue that needs to be addressed.

The PSC has been entrusted with management of the Asset Register and maintenance of the system for financial disclosures by SMS members. Comparative research on the management of asset registers was undertaken. The research report will enable the PSC to streamline the submission process and to determine what additional information should be included in financial disclosure forms. The research will also aid parastatal organisations, should they wish to implement similar accountability measures. In addition to the research, internal reports on basic compliance with financial disclosure requirements were submitted to Cabinet. Trends identified in this report may lead to an amendment to the core elements requiring disclosure. The current low level of basic compliance is a matter of serious concern, which needs to be addressed.

## 2.4.1.2

### Service delivery achievements

SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
Professional Ethics and Risk Management				
Implementation of the national anti-corruption strategy				
	Training in Anti-Corruption: Corruption Prevention Course presented in partnership with the University of Pretoria.	Course successfully presented.	In partnership with the University of Pretoria, PSC successfully presented the Anti-Corruption course in September 2003.	The course was presented for a third time in September 2003 and was attended by 50 senior government employees at national and provincial level. A corruption prevention module was developed and is being marketed by the University of Pretoria.
	Providing Secretariat for National Anti-Corruption Forum (NACF).	Minutes of meetings and reports are provided to the Minister for the Public Service and Administration and members of the NACF.	Dependent on nature of activity and specific request.	Extensive liaison and secretariat services were provided. Reports were provided to the Minister of Public Service and Administration. Workshop on United Nations and African Union anti-corruption conventions was held in March 2004.
	Generic professional ethics statement for the public service developed and communicated.	A Public Service Pledge developed and distributed in the public service. The aim is to inculcate and maintain a culture of integrity in the public service.	The draft Public Service Pledge was finalised in December 2002.	Consultation on the legal implications of the pledge delayed its finalisation. Lack of funds prevented the formal launch, distribution and advertising campaign in 2003. This will be done in 2004.



SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
	Proposals on the system of hotlines approved.	Proposal on hotlines for the public service approved.	National consultation to be held in March 2003 (to be facilitated by the Anti-Corruption Coordinating Committee).	In August 2003, Cabinet approved the establishment of a single national anti-corruption hotline to be housed at the PSC. A report was produced looking at elements such as the case management system and technical requirements. A national consultative workshop was held early in April 2004 to discuss implementation with public sector stakeholders.
	Develop guidelines for conducting risk assessment and risk management in the public service.	Guidelines for risk assessment were completed.	Guidelines to be developed by September 2003.	Draft guidelines were compiled together with National Treasury and widely distributed for comment and technical input. Draft was finalised in April 2004. Final booklets will be printed at a later stage.
<b>Research conducted</b>				
	Evaluation of fraud prevention plans.	Research report evaluating content and quality of fraud prevention plans.	December 2003	Project partially completed with research done. Finalisation delayed by secondment of staff to the Eastern Cape for the IMT intervention.
	Guidelines on whistle-blowing in the public service.	Guidelines published.	June 2003	Guidelines produced for inclusion in booklet
	Guidelines on acceptance of gifts and favours.	Research report compiled in 2002.	July 2003	Final draft ready for approval by Commission

**SUB-  
PROGRAMME**

**OUTPUTS**

**OUTPUT  
PERFORMANCE  
MEASURES/ SERVICE  
DELIVERY INDICATORS**

**ACTUAL PERFORMANCE AGAINST TARGET  
QUANTITY/ QUALITY/ TIMELINESS**

**Target**

**Actual**

Comparative analysis of the management of Asset Registers.

Research report completed.

Draft report by July 2002

A draft report was produced in November 2002 and finalised during 2003. Final report to be printed.

**Strengthening the professional ethics infrastructure**

Translation of the new explanatory manual on the Code of Conduct.

Translated version of the explanatory manual on the Code of Conduct printed and distributed in all official languages.

Distribution of translated versions by mid-2003

Translation of the manual was completed in 2003. Prohibitive printing costs delayed the printing and distribution of the manuals.

Development of an Ethics Telematics Course.

Completed training course and course material.

December 2002

The research was outsourced to the University of Pretoria. Issues relating to user rights delayed completion of the course design. A pilot exercise was undertaken in October 2003.

Investigation into non-compliance with the Code of Conduct: remunerative work in the Department of Health, Gauteng.

Report with findings of investigation compiled.

Draft report produced by July 2003

Completion of the report was delayed, as additional baseline information had to be obtained. Final report was printed and is to be tabled in the Gauteng Legislature.

Management of Asset Register and system of financial disclosures for senior managers.

Asset Register maintained and management reports produced as per requirement.

Annual report to be submitted to the Minister. Additional report for leadership will be provided on request.

The Asset Register is maintained and updated, reports are produced on request. Two reports have been submitted to the Minister.

## 2.4.2 Sub-programme: Management and Service Delivery Improvement

Government has prioritised the transformation and improvement of service delivery through more effective resource management. The public service faces an enormous challenge in meeting the expectations for services from the public, particularly from those sectors that were denied access to services in the past. Also, consistent with global trends, there is increasing pressure on the public service to provide better quality services, despite limited resources. It is imperative that innovative approaches to service delivery be considered.

Changing the public service to become more developmentally and service-oriented is a fundamental goal of our democracy, the pursuit of which has consumed significant resources and public energy. This process will continue as government works to make socio-economic rights a reality for all our citizens.

### Purpose

The main aim of this sub-programme is to investigate, monitor and evaluate management practices and service delivery in the public service and to provide recommendations.

### Measurable objectives

The main objectives of the sub-programme are:

- to promote efficient, economic and effective use of resources;
- to promote and monitor impartial, fair, equitable and unbiased provision of services;
- to propose measures that will ensure a response to people's needs and that the public is



*Dr Z Tshandu, Chief Director*

encouraged to participate in policy-making and decisions on service delivery; and

- to monitor and investigate adherence to applicable procedures in the public service.

### 2.4.2.1

#### Service delivery objectives and indicators

#### Recent outputs

One of the PSC's mandates is to monitor and evaluate management practices and service delivery in the public service and to provide recommendations on improvements in these areas. In order to do so, the Chief Directorate focused on a number of key projects, one of which is the PSC's transversal Public Service Monitoring and Evaluation Project. The project involves the creation of a long-term monitoring and evaluation system for assessing and analysing the performance of the public service. The process will assist in the identification of areas where improvements can successfully be effected, thereby contributing to overall improvement in management and service delivery. The system investigates adherence to the constitutional values and principles governing public administration.



**Delegates attending a Citizens' Forum in the Eastern Cape**

Research was conducted in selected national and provincial departments in the Western Cape, Limpopo and North-West. Fourteen individual departmental research reports were produced, including a Consolidated Report. A further round of research was undertaken where additional departments at national and provincial level were identified. Research is currently underway within these departments.

Another research process involves evaluating specific departmental programmes, especially those involving development and poverty reduction. An evaluation of the National Housing Subsidy Scheme was undertaken and finalised.

Other projects undertaken by the Commission to enhance management practices and service delivery include the following:

- **Evaluation of Land Administration in the Eastern Cape:** The Eastern Cape government is experiencing major blockages in the land administration system, which have a detrimental effect on the provisioning, releasing and



determination of ownership of land. The Commission made certain holistic proposals to urgently address these issues.

- **Restructuring of the Chief State Law Adviser's Office:** A request was received from the Chief State Law Adviser for assistance with the modernisation and restructuring of this office. The Commission has undertaken research, conducted interviews and made certain proposals to the Chief State Law Adviser.
- **Development of Service Delivery Guides:** This is a joint project with the German agency, GTZ, involving the development of service delivery guides for services provided by the departments of Social Development and Home Affairs. One draft service delivery guide was compiled, while work is currently underway on the manual for the Department of Home Affairs.
- **Citizens' Forums:** This is a unique participatory approach, developed and piloted by the PSC in the Mpumalanga Department of Health's Primary Health Care Programme and the Poverty Alleviation Programme, implemented by the Eastern Cape Department of Social Development. Reports with recommendations made by the forums on how to improve service delivery were submitted to the relevant departments.



## 2.4.2.2

## Service delivery achievements

SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
Management and Service Delivery Improvement				
Programme and Systems Evaluation and / or Investigations				
	Evaluation of the National Housing Subsidy Scheme.	Report published.	August 2003	Achieved
	Investigation into land administration systems in the Eastern Cape province.	Report published.	July 2003	Achieved
	Investigation into Cubans in the public service.	Report approved.	November 2003	Achieved
	Evaluation of Performance Management in the Department of Social Welfare: KZN.	Report approved.	January 2003	Achieved
Organisation Restructuring				
	Providing advice and assistance to the Chief State Law Adviser with the modernisation and restructuring of his office.	Report approved.	May 2004	Advice and support were given. A draft report was produced.
Monitoring and Evaluation				
	Phase 3: Completing research in 14 national and provincial departments.	<ul style="list-style-type: none"><li>Fourteen research reports produced</li><li>Consolidated report approved.</li></ul>	July 2003  October 2003	The fourteen research reports and the consolidated report were approved by the Commission in November 2003.

**SUB-  
PROGRAMME**

**OUTPUTS**

**OUTPUT  
PERFORMANCE  
MEASURES/ SERVICE  
DELIVERY INDICATORS**

**ACTUAL PERFORMANCE AGAINST TARGET  
QUANTITY/ QUALITY/ TIMELINESS**

**Target**

**Actual**

**Phase 4:**

Implementing the PSC's Monitoring and Evaluation Assessment Framework in five national departments and three provincial administrations.

Final report with recommendations distributed to relevant stakeholders.

March 2004

Access to the following departments was obtained.

**National:**

Minerals and Energy; DPLG; National Treasury; Foreign Affairs; Health; Arts and Culture; and Communications.

**Gauteng Province:**

Health; Finance; and Economic Affairs.

**Limpopo Province:**

Local Government and Housing; Finance; and Economic Development.

**North West:**

Health; and Finance.

**Mpumalanga:**

Health; Finance; and Economic Affairs.

**KwaZulu Natal:**

Finance.

Research is currently underway. Problems with gaining access to departments and information have caused delays. Training and development of researchers have been required. Three draft reports have been produced with the remainder due in less than two months.

SUB- PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
Citizen Satisfaction Survey				
	Conducting Citizen Satisfaction Surveys in the Criminal Justice Sector, focusing on the departments of Correctional Services; Safety and Security; Justice and Constitutional Development.	Report with findings and recommendations issued to relevant stakeholders.	March 2004	Lack of funds delayed project initiation but the project is underway and will be completed in September 2004.
Evaluation of Service Standards in the Public Service				
	Evaluation of the performance of departments in implementing service standards, as required by the White Paper on Transforming Service Delivery.	Report with generic recommendations on implementing service standards for service delivery improvement and best practice model for the service standards of each line department.	March 2004	Project delayed due to increased scope. The initial plan was to include four departments only but the final scope includes all national and provincial departments. The project will be completed by December 2004.
Citizens' Forums				
	Conducting forums on specific services within specific departments across the selected provinces.	Reports with recommendations issued to all stakeholders. Holding feedback sessions with forum participants.	March 2004	Lack of funds and the national elections disrupted implementation.
Evaluation of the Success of Community Policing Forums (Sector Based Policing Initiatives)				
	Conducting a comprehensive evaluation of the performance of community policing projects (the success of sector based policing initiatives).	Report with findings and recommendations compiled.	March 2004	The project was delayed due to SAPS involvement in the national elections. It will be completed in September 2004.

**SUB-  
PROGRAMME****OUTPUTS****OUTPUT  
PERFORMANCE  
MEASURES/ SERVICE  
DELIVERY INDICATORS****ACTUAL PERFORMANCE AGAINST TARGET  
QUANTITY/ QUALITY/ TIMELINESS****Target****Actual****Developing Good Practice Guide on Police Station Management**

Developing a Good Practice Guide on Police Station Management.

An evaluation report with a Good Practice Guide.

March 2004

The project was delayed due to SAPS involvement in the national elections. It will be completed in September 2004.

**Developing Good Practice Guide on School District Management**

Developing a Good Practice Guide on School District Management.

An evaluation report and an approved good practice guideline document.

April 2004

A draft guideline was developed with national and provincial role-players. The project was extended to allow for further refinement of the guideline, based on inputs received, and will be completed by September 2004.



### 2.4.3 Sub-programme: Special Investigations

Many cases of corruption and related matters are reported to the Commission for investigation. This unit deals with high-level, sensitive investigations with a bearing on the fight against corruption. Over the past year, the Commission has conducted various investigations into allegations of corruption and maladministration. The Commission has subsequently submitted reports with findings and recommendations to the appropriate executing authorities.

#### Purpose

The main aim of this sub-programme is to combat corruption in the public service by conducting selected investigations.

#### Measurable objectives

The main objectives of the sub-programme are:

- to conduct special investigations in relation to the core functions of the Commission;
- to promote good governance and service delivery by contributing towards the national fight against corruption by conducting selected investigations with a special emphasis on procurement; and
- to contribute to the national fight against corruption by participating in cross-sectoral investigations.

#### 2.4.3.1

#### Service delivery objectives and indicators

Indicators of success at an output level relate to the successful completion of investigations identified as having the potential to deliver knowledge and information that are useful in a broader context. At the level of outcomes, performance indicators relate to the effective identification and implementation of systemic improvements that make the public service less vulnerable to corruption.



Mr M Madaka, Chief Director

During the period under review, many staff members from the unit were deployed in the Eastern Cape, where they were involved in investigating a broad range of ethical issues. Their deployment reduced the component's capacity and affected its ability to conduct other investigations elsewhere in the country. Furthermore, due to circumstances beyond its control, the unit could not achieve the following:

The Project: Investigation into allegations of irregularities in the handling of tenders in the Mpumalanga Department of Health was not carried out because it was found that the Auditor-General had already investigated the matter and that the recommendations made had not yet been implemented. The Commission, therefore, decided not to duplicate the Auditor General's work. Implementation of the Auditor-General's recommendation is being handled at the provincial level. Those found to have been involved in corruption are being dealt with accordingly.

The Project: Assessment of the role, powers and effectiveness of Departmental Tender Committees has been delayed until the new supply chain management system developed by Treasury is in operation.

### 2.4.3.2

#### Service delivery achievements

SUB-PROGRAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
Special investigations	Investigation into institutional and system risks in the procurement and distribution of state medicine in the North-West, Free State, Eastern Cape and Mpumalanga provinces.	Final report with recommendations distributed to relevant stakeholders	November 2003	<p>Four draft reports were produced covering the four provinces in which the project had been implemented. Findings led to a number of recommendations on how to strengthen systems and reduce risks in the procurement and distribution of state medicines. These were discussed with each province. Provinces appreciated the recommendations and a meeting was arranged with the North-West Department of Health for further discussions of the recommendations. The MEC for Health in Mpumalanga was also briefed. The four drafts will be consolidated into one report.</p> <p>The new target date for the final report is August 2004. The original target date of November 2003 was not met, due to difficulties in gaining access to stakeholders.</p>
				<p>The matter was finalised in May 2003, as targeted. The Commission is currently following up on the recommendations made to the Department.</p>

SUB- PROGAMME	OUTPUTS	OUTPUT PERFORMANCE MEASURES/ SERVICE DELIVERY INDICATORS	ACTUAL PERFORMANCE AGAINST TARGET QUANTITY/ QUALITY/ TIMELINESS	
			Target	Actual
	Investigation into allegations of fraud, corruption and abuse of position in the Department of Education, Uthukela Region, KwaZulu-Natal.	Final report with recommendations distributed to relevant stakeholders.	December 2003	A report will be issued to relevant stakeholders in due course, when the outstanding matters have been finalised with the stakeholders.
	Complaints from employees regarding the Department of Roads and Public Works, North-West.	Final report with recommendations distributed to relevant stakeholders.	February 2004	Investigations completed in May 2004. A draft report is awaiting the Commission's approval.
	Investigation into allegations of corruption in the Department of Home Affairs, Regional Office, Durban.	Final report with recommendations distributed to relevant stakeholders.	July 2004	<p>Meetings have been held with the Minister of Home Affairs, the whistle-blower, the Scorpions and the SAPS. Further meetings will be held with management. Awaiting information from the Scorpions.</p> <p>This is a complicated matter, since it does not only involve corruption by government officials, but also criminal activities by syndicates.</p> <p>Additional meetings will be held with all relevant stakeholders to develop strategies and recommendations.</p>

**SUB-  
PROGRAMME**

**OUTPUTS**

**OUTPUT  
PERFORMANCE  
MEASURES/ SERVICE  
DELIVERY INDICATORS**

**ACTUAL PERFORMANCE AGAINST TARGET  
QUANTITY/ QUALITY/ TIMELINESS**  
**Target Actual**

Investigation into allegations of corruption in the Department of Transport, KwaZulu-Natal.

Final report with recommendations distributed to relevant stakeholders.

March 2004

Investigation is almost complete, except for a few issues that need specialised expertise. A draft report is being prepared.

It is envisaged that the final report will be produced by May 2004.

Investigation into allegations of corruption at Nebo Magistrate, Department of Justice.

Final report with recommendations distributed to relevant stakeholders.

N/A

The matter was referred to the Director-General of the Department of Justice for further attention. The complainant was informed accordingly.