



# **Fourth Consolidated Public Service Monitoring and Evaluation Report**

**RESEARCH CYCLE 2006/2007**

**Public Service Commission**

**OCTOBER 2007**

## Vision

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

## Mission

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

# Fourth Consolidated Public Service Monitoring and Evaluation Report

Research Cycle 2006/2007



Published in the Republic of South Africa by:

THE PUBLIC SERVICE COMMISSION (PSC)

Commission House

Cnr. Hamilton & Ziervogel Streets

Arcadia, 0083

Private Bag x121

Pretoria, 0001

Tel: (012) 352-1000

Fax: (012) 325-8382

Website: [www.psc.gov.za](http://www.psc.gov.za)

National Anti-Corruption Hotline Number:

0800 701 701 (Toll-Free)

Compiled by: Branch: Monitoring and Evaluation

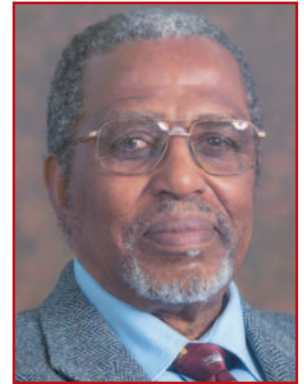
Distributed by: Directorate: Communication and Information Services

ISBN: 978-0-621-37514-5

RP: 227/2007



# Foreword



It gives me great pleasure to present the Public Service Commission's (PSC) Fourth Consolidated Monitoring and Evaluation Report. The production of this Report marks an important milestone in the evolution of the PSC's Transversal Public Service M&E System. As I recollect the reaction to the first of the departmental M&E reports produced in 2000, there was some apprehension from departments about the motive and utility of this a system. I am pleased to note that today the implementation of the system has evolved significantly to a point where we have engaged with 53 departments. We now have a more coherent process of implementing the system which includes preliminary engagements with the management of departments to explain the system and ensure buy-in. As a result our completion cycle has been lengthened from 16 weeks to 18 weeks. Through engaging management an M&E discourse is built in the Public Service. We can confidently state that this is one of the most comprehensive M&E systems for government departments, and that it has contributed significantly to improving accountability and transparency of government performance.

This report covers a sample of 16 departments, 12 provincial and 4 national. As such, the consolidated findings presented here are reflective of some of the trends identified in the performance of the Public Service. In this edition we have opted to also produce historical data on the various performance areas, which helps us to identify areas where problems continue to exist. We have also rank-ordered all the departments in this cycle for each of the Constitutional principles, as well as categorised departments into under-performing, performing at an acceptable level and performing above satisfactory. These comparisons are useful and should spur departments to benchmark themselves against their counterparts, and generate a momentum to improve their performance. We do believe that we are at a point now where such comparisons may be made, as departments have had adequate time to implement new policies and procedures.

We hope that you will find reading the Fourth Consolidated Monitoring and Evaluation Report useful.

A handwritten signature in black ink that reads "Sangweni". The signature is stylized and includes a circular flourish at the beginning.

PROFESSOR STAN S SANGWENI  
CHAIRPERSON: PUBLIC SERVICE COMMISSION



# Contents

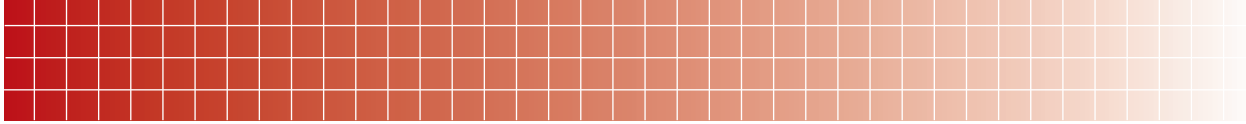
FOREWORD	i
ACRONYMS	ii
CHAPTER ONE: INTRODUCTION	1
CHAPTER TWO: PROFESSIONAL ETHICS	9
CHAPTER THREE: EFFICIENCY ECONOMY AND EFFECTIVENESS	19
CHAPTER FOUR: DEVELOPMENT ORIENTATION	31
CHAPTER FIVE: IMPARTIALITY AND FAIRNESS IN SERVICE DELIVERY	37
CHAPTER SIX: PUBLIC PARTICIPATION IN POLICY-MAKING	45
CHAPTER SEVEN: ACCOUNTABILITY	51
CHAPTER EIGHT: TRANSPARENCY	63
CHAPTER NINE: GOOD HUMAN RESOURCE MANAGEMENT PRACTICES	73
CHAPTER TEN: REPRESENTIVITY	81
CHAPTER ELEVEN: CONCLUSIONS	89
APPENDIX A:	95

# Acronyms

<b>Acronym/Abbreviation</b>		<b>Definition/ Description</b>
A-G	-	Auditor-General
AR	-	Annual Report
DPSA	-	Department of Public Service and Administration
EEP	-	Employment Equity Plan
FPP	-	Fraud Prevention Plan
HoD	-	Head of Department
LDP	-	Local Development Plan
M&E	-	Monitoring and Evaluation System
MEC	-	Member of the Executive Council
NT	-	National Treasury
PAIA	-	Promotion of Access to Information Act, 2000 (Act No. 2 of 2000)
PAJA	-	Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000)
PFMA	-	Public Finance Management Act, 1999 (Act No. 1 of 1999)
PSC	-	Public Service Commission
PSCBC	-	Public Service Coordinating Bargaining Council
PSM&ES	-	Public Service Monitoring and Evaluation System

# Chapter One

## Introduction



## Introduction

This is the Fourth Consolidated Monitoring and Evaluation Report produced by the Public Service Commission (PSC). The report is a product of information gathered through the Public Service Commission's Transversal Public Service Monitoring and Evaluation System (PSM&ES). This edition covers a sample of 16 departments, 4 national and 12 provincial assessed during the 2006/07 research cycle. A comparative view is also drawn between historic and current performance of the Public Service from 2000 to 2007 aimed at identifying areas where problems continue to exist (Refer to Appendix A for a complete list of departments).

Departments assessed during the 2006/07 research cycle were also rank-ordered for each principle, and categorised into under-performing, performing at an acceptable level and performing above satisfactory. These comparisons should assist departments in benchmarking themselves against their counterparts and improve on their performance.

## Constitutional Mandate of the Public Service Commission

The PSC is Constitutionally vested with the mandate to promote good governance in the Public Service. In terms of that mandate, the PSC is empowered to investigate, monitor and evaluate the organisation, administration and personnel practices of the Public Service and to advise national and provincial organs of state, as well as promote a high standard of professional ethics.

In executing its Constitutional mandate, the PSC undertakes research and investigations and presents its findings and recommendations to Parliament, Provincial Legislatures, the President, Cabinet, Provincial Premiers and Executive Committees.

## The Public Service Monitoring and Evaluation System

In 2000, the PSC initiated the Transversal PSM&ES project. The Transversal PSM&ES looks at the extent to which Departments comply with the nine principles for public administration prescribed in Chapter 10, Section 195 (1) of the Constitution. The research involves analysing departmental performance against a performance indicator for each principle.

The performance indicators are a central feature to the PSM&ES. These indicators were comprehensively reviewed during 2005. This review looked at the process of implementing the system, the assessment framework, the reporting template, the rating system, the performance indicators and the standards used. Based on this review, the system was modified.

Indicators are selected on the basis that:

- The area illustrated by the indicator is critically important and issues in its management need to be noted (for example researching the area sends a clear signal to departments about the most important areas of public service management and administration). Since the PSC has selected only one or two indicators per principle, the system is not meant to exhaustively cover all critical issues relevant to the principle.





- In most instances, performance indicated through the evaluations is illustrative of overall performance in terms of the principle (for example, extrapolation can be done from that indicator to indicate performance in complying with the principle as a whole).

**Table I** below shows the performance indicator(s) used for each Constitutional principle as well as the applicable policies and regulations:

<b>Table I: Performance indicator and applicable policies/regulations per principle</b>		
<b>Constitutional Principle</b>	<b>Performance Indicator</b>	<b>Applicable Policies and Regulations</b>
1. A high standard of professional ethics must be promoted and maintained.	Cases of misconduct where a disciplinary hearing has been conducted, comply with the provisions of the Disciplinary Code and Procedures for the Public Service.	<ul style="list-style-type: none"> <li>• Disciplinary Codes and Procedures for the Public Service.</li> <li>• Public Service Coordinating Bargaining Council (PSCBC) Resolution 2 of 1999 as amended by Public Service Coordinating Bargaining Council Resolution 1 of 2003.</li> <li>• Code of Conduct for the Public Service.</li> </ul>
2. Efficient, economic and effective use of resources must be promoted.	<ul style="list-style-type: none"> <li>• Expenditure is according to budget.</li> <li>• Programme outputs are clearly defined and there is credible evidence</li> </ul>	<ul style="list-style-type: none"> <li>• Public Finance Management Act, Act 1 of 1999, Sections 38 to 40.</li> <li>• Treasury Regulations. Part 3:</li> <li>• Public Service Regulations. Part III/B. Strategic Planning.</li> <li>• Treasury Guidelines on preparing budget submissions for the year under review.</li> <li>• Treasury Guide for the Preparation of Annual reports of departments for the financial year ended 31 March.</li> <li>• National Planning Framework.</li> </ul>
3. Public administration must be development-oriented.	The department is effectively involved in programmes/projects that aim to promote development and reduce poverty.	<ul style="list-style-type: none"> <li>• Section 195 (c) of the Constitution.</li> </ul>
4. Services must be provided impartially, fairly, equitably and without bias.	There is evidence that the Department follows the prescribed procedures of the Promotion of Administrative Justice Act (PAJA) when making administrative decisions.	<ul style="list-style-type: none"> <li>• Promotion of Administrative Justice Act, Act No 3 of 2000.</li> <li>• Regulations on Fair Administrative Procedures, 2002.</li> <li>• Departmental delegations of authority.</li> </ul>
5. Peoples' needs must be responded to and the public must be encouraged to participate in policy making.	The department facilitates public participation in policy-making.	<ul style="list-style-type: none"> <li>• White Paper for Transforming Public Service Delivery (Batho Pele).</li> </ul>

**Table 1: Performance indicator and applicable policies/regulations per principle**

Constitutional Principle	Performance Indicator	Applicable Policies and Regulations
6. Public administration must be accountable.	<ul style="list-style-type: none"> <li>• Adequate internal financial control and performance management is exerted over all departmental programmes.</li> <li>• Fraud prevention plans, based on thorough risk assessments, are in place and are implemented.</li> </ul>	<ul style="list-style-type: none"> <li>• Public Finance Management Act, Act 1 of 1999.</li> <li>• Treasury Regulations. Part 3: Planning and Budgeting.</li> <li>• White Paper for Transforming Public Service Delivery (Batho Pele).</li> <li>• Public Service Regulations. Part III/B. Strategic Planning.</li> <li>• Treasury Guidelines on preparing budget submissions, 2002.</li> <li>• Treasury Guide for the Preparation of Annual Reports of departments for the</li> <li>• National Planning Framework.</li> </ul>
7. Transparency must be fostered by providing the public with timely, accessible and accurate information.	<p><b>A. Departmental Annual Report</b></p> <ul style="list-style-type: none"> <li>• The departmental annual report complies with National Treasury's guideline on annual reporting.</li> </ul> <p><b>B. Access to Information</b></p> <ul style="list-style-type: none"> <li>• The Department complies with the provisions of the Promotion of Access to Information Act (PAIA).</li> </ul>	<ul style="list-style-type: none"> <li>• Public Finance Management Act 1999, Act 1 of 1999.</li> <li>• National Treasury's guideline for the Preparation of Annual Reports.</li> <li>• The Department of Public Administration's guide for an Oversight Report on Human Resources.</li> <li>• Public Service Commission. Evaluation of Departments' Annual Reports as an Accountability Mechanism. October 1999.</li> <li>• White Paper for Transforming Public Service Delivery (Batho Pele).</li> <li>• Promotion of Access to Information Act 2000, Act 2 of 2000.</li> <li>• Departmental delegations of authority.</li> </ul>
8. Good human-resource management and career-development practices, to maximize human potential, must be cultivated.	<p><b>A. Recruitment</b></p> <ul style="list-style-type: none"> <li>• Vacant posts are filled in a timely and effective manner.</li> </ul> <p><b>B. Skills Development</b></p> <ul style="list-style-type: none"> <li>• The department complies with the provisions of the Skills Development Act.</li> </ul>	<ul style="list-style-type: none"> <li>• Public Service Regulations, 2001 as amended.</li> <li>• Public Service Act.</li> </ul>
9. Public administration must be broadly representative of SA 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.	<p>The Department is representative of the South African people and is implementing diversity management measures</p>	<ul style="list-style-type: none"> <li>• Part VI Public Service Regulations, 2001 as amended.</li> <li>• Employment Equity Act, Act 55 of 1998</li> <li>• White Paper on the Transformation on Public Service - 15/11/1995.</li> <li>• White Paper on Affirmative Action in the Public Service, 2001.</li> </ul>

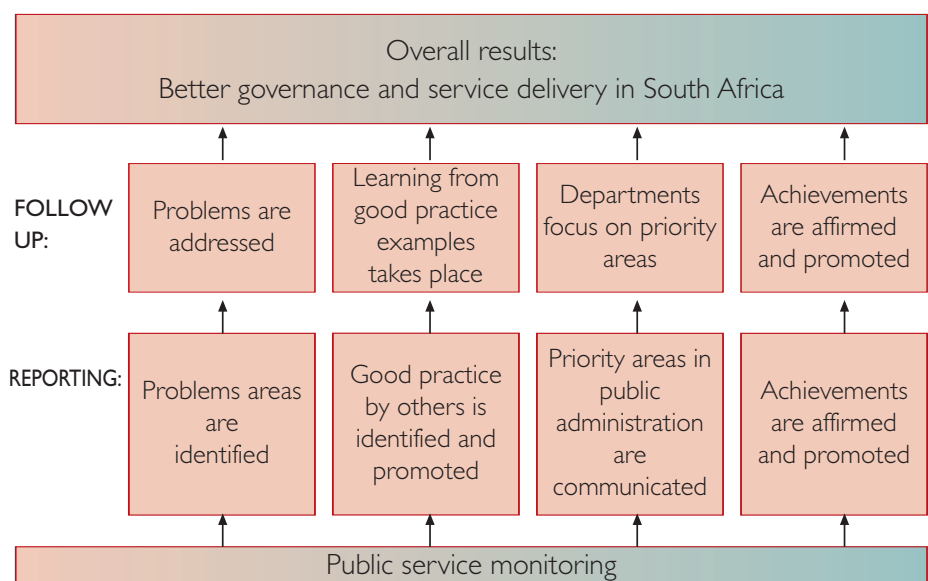
## Process of the Public Service Transversal M&E System

The PSC's previous PSM&ES required sixteen weeks for the evaluation process to be completed. As the system matures a more user friendly approach which promotes partnership between the department assessed and the researcher is implemented. The whole process now takes eighteen weeks to complete and was implemented during the 2006/07 research cycle.

The evaluations undertaken through the PSM&ES are an important lever used by the PSC to contribute to good governance and service delivery improvement. The PSM&ES in essence attempts to achieve the following:

- Identify and address problem areas that need the department's attention;
- Encourage learning by identifying and promoting good practice;
- Communicate critical areas in public administration to departments so that they align their priorities, resources and energy accordingly; and
- Help departments to reflect on their own performance and achievements.

The diagram below demonstrates how the PSM&ES intends to practically achieve its planned outcomes. It shows the intended sequence of events and impacts.



## Overview of performance for the period 2000 to 2007

Since the inception of the PSM&ES in 2000, the PSC has assessed 53 departments, 16 national and 37 provincial departments (Refer to Appendix A for detail).

The assessment involves analysing and measuring departmental performance against the performance indicators. Measuring is done by weighting and scoring specific standards linked to the performance indicator(s) of a particular constitutional principle. The possible maximum score that can be achieved in each principle is 5 and the lowest is 0 where:

- 0 = None of the standards have been met
- 1 = Development is needed in all the standards
- 2 = Development is needed in most of the standards
- 3 = Performance in several of the standards is adequate

- 4 = Performance in most of the standards is good
- 5 = Excellent performance on all the standards

The First Consolidated PSM&ES Report<sup>1</sup> was published in November 2003. In preparing the historical part for the Fourth Consolidated PSM&ES Report, the findings and scores of the First PSM&ES Report were incorporated into the Second Consolidated PSM&ES Report<sup>2</sup>. The first two consolidated PSM&ES reports therefore represent findings for the period 2000 to 2005, whilst the Third Consolidated PSM&ES Report<sup>3</sup> reports on the 2005 - 2006 research cycles.

**Table 2** below reflects the historical and current average performance of departments assessed per Constitutional principle, namely:

- 1 = Professional Ethics
- 2 = Efficiency, Economy and Effectiveness
- 3 = Development Orientation
- 4 = Impartiality and Fairness
- 5 = Public Participation in Policy-making
- 6 = Accountability
- 7 = Transparency
- 8 = Good Human Resource Management and Career Development Practices.
- 9 = Representivity

Table 2: Historical and current average scores of departments per principle										
Research Cycle	Principle									Total Average Score
	1	2	3	4	5	6	7	8	9	
2000 - 2005	2.30	2.60	1.20	1.80	2.70	2.70	3.20	2.70	1.80	<b>2.33</b>
2005/2006	2.10	1.10	1.30	0.40	1.75	1.80	1.67	1.48	0.95	<b>1.39</b>
2006/2007	2.78	2.39	2.69	2.44	2.13	2.58	2.48	2.16	1.69	<b>2.37</b>

The total average score (2.37) for the research cycle 2006/07 in **Table 2** above shows a slight improvement in the performance of departments compared to the average score of 2.33 for the 2000 - 2005 research cycles. Whilst there is a relative improvement on the total average scores for these two research cycles the low total average score of 1.39 in the 2005/06 research cycle, is a cause for concern.

## Overview of performance for the 2006/2007 research cycle

The 2006/2007 research cycle entails the performance of sixteen departments assessed by the PSC. **Table 3** below gives a summary of how each of these departments performed when scored on each of the nine constitutional principles. The scores are based on evidence that was gathered by the researchers over a period of eighteen weeks through:

- document analysis;
- interviews; and
- desktop research.

<sup>1</sup> Republic of South Africa. Public Service Commission. *First Consolidated Public Service Monitoring and Evaluation Report: November 2003*. Pretoria, 2003.

<sup>2</sup> Republic of South Africa. Public Service Commission. *Second Consolidated Public Service Monitoring and Evaluation Report: 2002 - 2005*. March 2006. Pretoria, 2006.

<sup>3</sup> Republic of South Africa. Public Service Commission. *Third Consolidated Public Service Monitoring and Evaluation Report: Research Cycle 2005/2006*. March 2007. Pretoria, 2007.

Research Cycle	Principle									Average score out of 5 for 9 principles
	1	2	3	4	5	6	7	8	9	
<b>National</b> Department of Public Enterprises	5.00	5.00	4.00	5.00	4.00	4.50	4.50	4.00	3.00	<b>4.33</b>
<b>Western Cape:</b> Department of Local Government and Housing	3.25	2.75	4.00	3.50	4.00	4.25	4.00	3.50	3.00	3.58
<b>Gauteng:</b> Department of Community Safety	4.00	2.25	3.00	4.50	4.00	4.00	1.50	3.00	2.00	3.14
<b>Limpopo:</b> Department of Agriculture	3.25	2.75	4.00	0.75	2.00	3.50	3.00	3.00	3.00	2.81
<b>National</b> Department of Labour	2.50	3.75	1.00	4.50	2.00	1.75	2.50	2.50	3.50	2.67
<b>Gauteng:</b> Department of Sports, Arts, Culture and Recreation	3.50	2.50	4.00	4.00	2.00	3.75	1.00	2.00	0.00	2.53
<b>National</b> Department of Water Affairs and Forestry	1.25	2.75	3.00	0.00	5.00	3.50	3.00	2.50	1.50	2.50
<b>North West:</b> Department of Economic Development and Tourism	1.00	3.50	2.00	3.50	2.00	2.00	2.00	2.00	2.00	2.22
<b>Eastern Cape:</b> Department of Public Works	3.50	2.50	3.00	4.00	0.00	1.00	2.50	2.00	1.00	2.17
<b>KwaZulu-Natal:</b> Department of Education	2.75	2.00	3.00	3.50	2.00	1.00	1.50	1.50	2.00	2.14
<b>Eastern Cape:</b> Department of Housing, Local Government & Traditional Affairs	3.50	1.75	4.00	3.25	0.00	2.50	3.00	1.00	0.00	2.11
<b>Northern Cape:</b> Department of Sport, Arts and Culture	1.50	2.25	3.00	0.00	4.00	1.75	4.00	2.50	0.00	2.11
<b>Eastern Cape:</b> Department of Social Development	1.50	1.25	5.00	2.50	1.00	0.50	0.50	2.50	2.00	1.86
<b>National</b> Department of Safety and Security	4.50	1.00	0.00	0.00	1.00	1.00	2.25	1.50	1.00	1.36
<b>Mpumalanga:</b> Department of Safety and Security	2.00	0.75	0.00	0.00	1.00	3.25	2.00	1.00	1.00	1.22
<b>Free State:</b> Department of Department of Local Government and Housing	1.50	1.50	0.00	0.00	0.00	3.00	2.50	0.00	2.00	1.17
<b>Total</b>	<b>44.5</b>	<b>38.2</b>	<b>43.0</b>	<b>39.0</b>	<b>34.0</b>	<b>41.2</b>	<b>39.7</b>	<b>34.5</b>	<b>27.0</b>	
<b>Average score per principle (Total ÷ 16 departments assessed)</b>	<b>2.7</b>	<b>2.3</b>	<b>2.6</b>	<b>2.4</b>	<b>2.1</b>	<b>2.5</b>	<b>2.4</b>	<b>2.1</b>	<b>1.6</b>	

#### *Departments that Scored Higher than Three*

Three (18.75%) out of sixteen departments scored 3 and above on the whole assessment (Table 3 above), of which the Department of Public Enterprises received the best average score (4.33) out of five, which is an indication that performance in most of the standards is good. The Western Cape Department of



Local Government and Housing and Gauteng Department of Community Safety scored on average 3.58 and 3.14 respectively. This is an indication that performance in several of the standards is adequate.

*Departments that Scored Lower than Three*

An alarming thirteen (81.25%) of the sixteen departments scored on average between 1.17 (indicative of development that is needed in all the principles) and 2.81 (development is needed in most of the principles). Three (18.75%) departments scored between 1.17 and 1.86, and nine (56.25%) scored between 2.11 and 2.81.

In analysing the departments' average scores/performance per principle it is of concern that the scores in most principles are between 2.1 and 2.7, which is indicative of development that is still needed in most of the standards. A greater concern is that the average score for principle nine on representativity is a mere 1.6, which is an indication that more needs to be done to promote a representative Public Service, especially in terms of gender and disability.

# Chapter Two

## Professional Ethics

## Summary of findings

The 2006/07 research cycle shows a slight improvement compared to the previous research cycles which covered the periods from 2000-2005 and 2005/06. Although management reporting on cases of misconduct is done on a regular basis, the reports are not always acted upon. This may explain why only four (25%) of the sixteen departments assessed were able to finalise cases of misconduct in which a disciplinary hearing was conducted within the time frame of 20 - 80 days.

Absenteeism is the most common case of misconduct reported in the departments assessed and this limits the capacity of the Public Service to deliver service effectively. If not properly managed absenteeism can impact on staff morale and productivity.

Departments should establish monitoring and evaluation systems for handling cases of misconduct. It is also incumbent upon all these departments to enhance the reporting systems to ensure that management reporting on cases of misconduct is done and where necessary, intervention should be exercised to finalise cases within the set time frame.

### Constitutional value

The first of the nine Constitutional principles states that “a high standard of professional ethics must be promoted and maintained” in the Public Service. This principle is pivotal to built ethical conduct and inspires confidence in the Public Service as an institution competent for executing government policy and the objectives of the developmental state.

### Performance indicator

The key indicator for measuring adherence this principle is the manner in which departments address misconduct. It specifically focuses on how departments deal with cases of misconduct where a disciplinary hearing has been conducted, and whether these comply with the provisions of the Disciplinary Code and Procedures for the Public Service. The identification of misconduct is important as it relates directly to the ethos and discipline, which are critical aspects of departments. Before providing an analysis that is specific to the 2006/07 research cycle, a comparison of scores from previous research cycles is presented.

### Standards

The performance of the Departments are assessed against the following standards:

1. A procedure is in place for the handling of cases of misconduct.
2. Management reporting is done on cases of misconduct.
3. Cases are responded to promptly and finalised.
4. The Department has adequate capacity to handle misconduct cases.
5. Awareness is raised by capacity building processes and training material.

### Overview of performance for the period 2000 to 2007

The Second Consolidated PSM&ES Report<sup>4</sup> presents findings for this principle for the period 2000 to 2005, whilst the Third Consolidated PSM&ES Report reports on the 2005 - 2006 research cycle. This Report contains findings for 2006/07 research cycle. During these periods departments were assessed and scored on the five standards mentioned above

A comparison of departments' average scores in compliance against these standards are summarised in **Table 4** below.

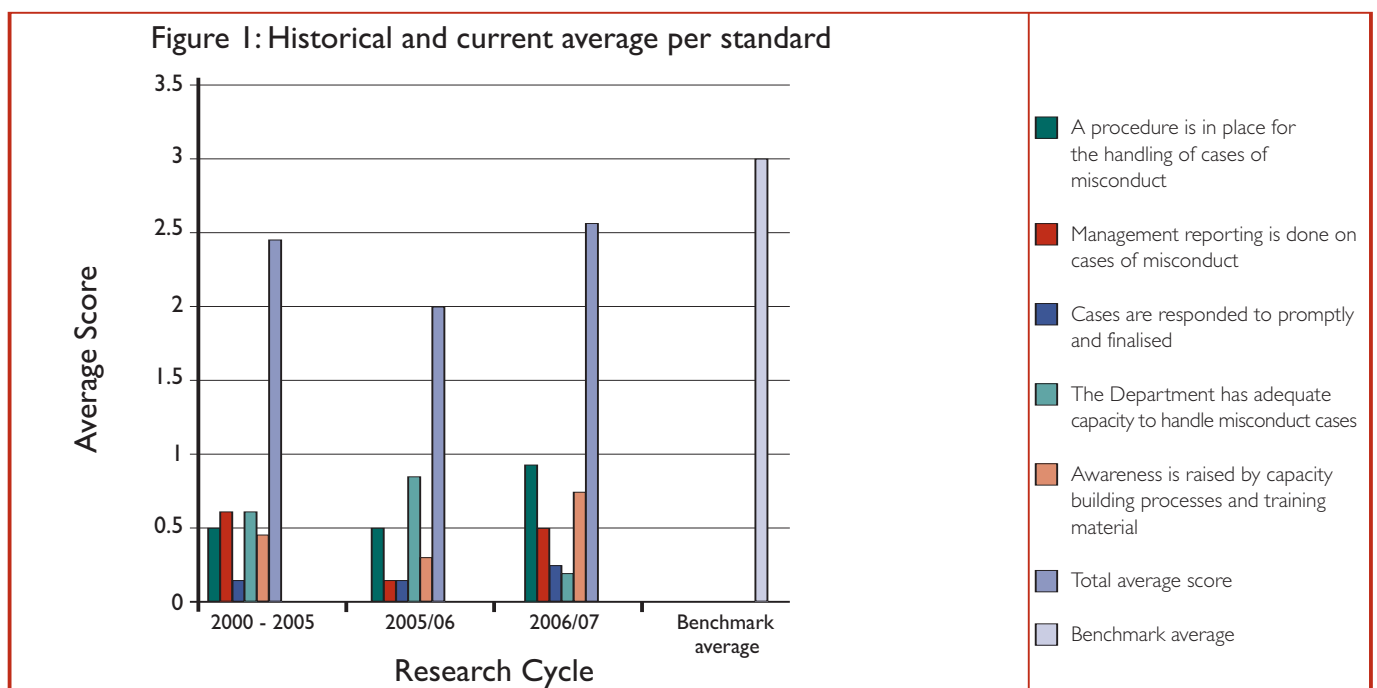
<sup>4</sup> Republic of South Africa. Public Service Commission. *Second Consolidated Public Service Monitoring and Evaluation Report: 2002 - 2005. March 2006. Pretoria. 2006.*





Table 4: Performance of Departments: Historical and Current Averages per standard						Total average score
Research Cycle	Average Score per Standard					
	1	2	3	4	5	
2000 - 2005	0.51	0.64	0.21	0.64	0.46	2.46
2005 / 06	0.50	0.20	0.20	0.80	0.30	2.00
2006 / 07	0.91	0.50	0.25	0.18	0.69	2.53

According to **Table 4** above, the performance of departments is fluctuating and this is illustrated in **Figure 1** below.



**Figure 1** above reflects an interesting trend about the average performance of departments against the standards. With a score of 3 taken as a benchmark, the overall performance of departments is below the benchmark, namely 2.46 (research cycle 2000 - 2005), 2.00 (research cycle 2005 - 2006) and 2.53 (research cycle 2006 - 2007), which is a slight improvement compared to the 2000-2005 and 2005/06 research cycles.

A matter of concern is that departments' performance on the standard of responding promptly in finalising cases of misconduct remains unsatisfactorily low.

### Overview of performance for the 2006/2007 research cycle

**Table 5** below focuses on the performance of departments in the 2006/07 research cycle. The performance of each of the 16 departments is displayed against the standards. The departments are ranked in order of their overall performance out of a total possible score of 5. The standards have not changed, however in the 2006/07 they have been unpacked as indicated in A,B,C,D,E below:

#### **A. Policy and process**

1. A policy document is in place that sets out the procedure and time frames to be followed when handling cases of misconduct. (Score 0.50)
2. All the managers surveyed have a working knowledge of the system. (Score 0.50)

#### **B. Management reporting**

1. Cases of misconduct are reported upon in management reports. (Score 0.50)
2. Evidence on management's response/actions on these reports is available. (Score 0.50)

#### **C. Time taken to resolve cases**

1. All cases of misconduct in which a disciplinary hearing was conducted were finalized within the time frame of 20 - 80 days. (Score 1.00)

#### **D. Capacity to handle misconduct cases**

1. 100% to 80% of the managers are highly competent to deal with cases of misconduct. (Score 1.00)
2. 60% to 79% of the managers are highly competent to deal with cases of misconduct. (Score 0.75)
3. 40% to 59% of the managers are highly competent to deal with cases of misconduct. (Score 0.50)
4. 20% to 39% of the managers are highly competent to deal with cases of misconduct. (Score 0.25)
5. Less than 20% of the managers are highly competent to deal with cases of misconduct. (Score 0)

#### **E. Training and awareness**

1. The managing of cases of misconduct is reflected in training materials and is covered in capacity building processes. (Score 1.00)

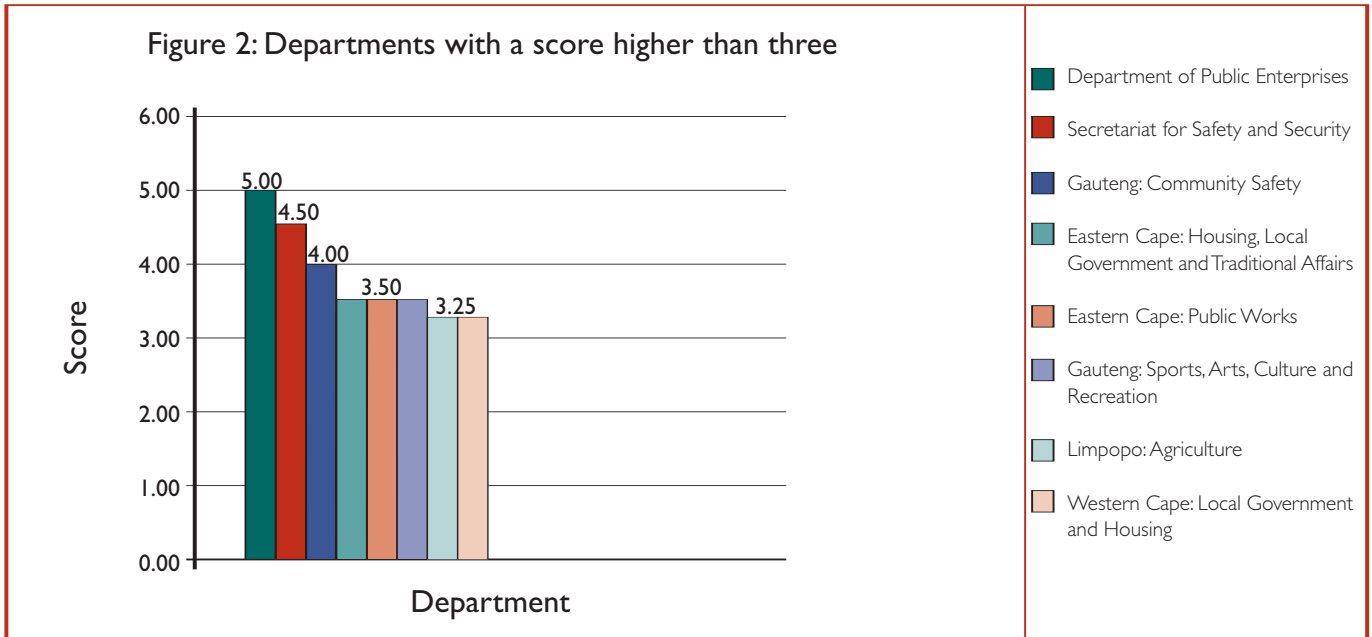
The maximum possible score for A, B, C, D and E is 5.

**Table 5** below indicates the performance of each of the 16 departments against the above standards.

Table 5: Departments' score per standard												Total out of 5
Department	Standard											
	*A		*B		*C	*D					*E	
	1	2	1	2	1	1	2	3	4	5	1	
<b>National</b> Department of Public Enterprises	0.50	0.50	0.50	0.50	1.00	1.00	-	-	-	-	1.00	5.00
<b>National</b> Department of Secretariat for Safety and Security	0.50	0.50	0.50	0.50	1.00	-	-	0.50	-	-	1.00	4.50
<b>Gauteng</b> Department of Community Safety	0.50	0.50	0.50	0.50	0.00	1.00	-	-	-	-	1.00	4.00
<b>Eastern Cape</b> Department of Housing, Local Government & Traditional Affairs	0.50	0.50	0.50	0.00	0.00	1.00	-	-	-	-	1.00	3.50
<b>Eastern Cape</b> Department of Housing, Local Government & Traditional Affairs	0.50	0.50	0.50	0.00	1.00	-	-	-	-	0.00	1.00	3.50
<b>Eastern Cape</b> Department of Public Works	0.50	0.50	0.50	0.00	1.00	-	-	-	-	0.00	1.00	3.50
<b>Gauteng</b> Department of Sports, Arts, Culture and Recreation	0.50	0.50	0.50	0.00	0.00	1.00	-	-	-	-	1.00	3.50
<b>Limpopo</b> Department of Agriculture	0.50	0.50	0.50	0.50	0.00	-	-	-	0.25	-	1.00	3.25
<b>Western Cape</b> Department of Local Government and Housing	0.50	0.00	0.50	0.00	1.00	-	-	-	0.25	-	1.00	3.25
<b>KwaZulu-Natal</b> Department of Education	0.50	0.00	0.50	0.00	0.00	-	0.75	-	-	-	1.00	2.75
<b>National</b> Department of Labour	0.50	0.50	0.50	0.00	0.00	-	-	-	-	0.00	1.00	2.50
<b>Mpumalanga</b> Department of Safety and Security	0.50	0.50	-	-	0.00	1.00	-	-	-	-	0.00	2.00
<b>Eastern Cape</b> Department of Social Development	0.50	0.50	0.50	0.00	0.00	-	-	-	-	0.00	0.00	1.50
<b>Free State</b> Department of Local, Government and Housing	0.50	0.00	0.00	0.00	0.00	-	-	-	-	0.00	1.00	1.50
<b>Northern Cape</b> Department of Sport, Arts and Culture	0.50	0.50	0.50	0.00	0.00	-	-	-	-	0.00	0.00	1.50
<b>National</b> Department of Water Affairs and Forestry	0.50	0.50	0.00	0.00	0.00	-	-	-	0.25	-	0.00	1.25
<b>North West</b> Department of Economic Development and Tourism	0.50	0.50	0.00	0.00	0.00	-	-	-	-	0.00	0.00	1.00

### Departments that Scored Higher than Three

Although the overall average score of the 16 departments is below a score of 3, there are departments which performed well against the performance standards. Half of the departments assessed scored more than 3 as reflected in **Figure 2** below.



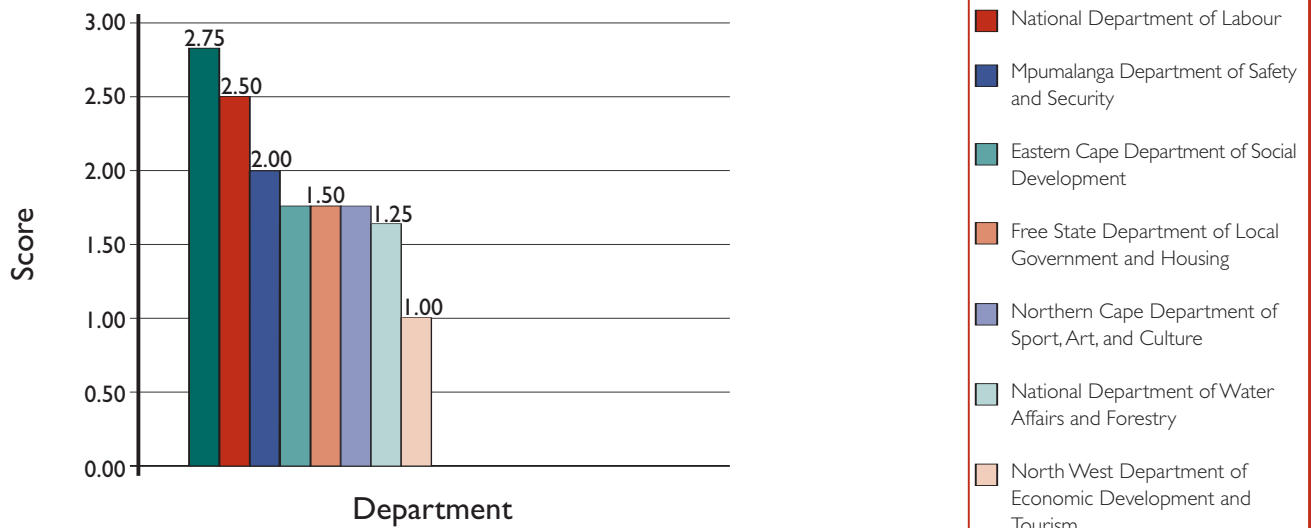
The Department of Public Enterprises (DPE) scored 5 out of 5 making it a leading department in the category of departments that scored well. This shows the level of compliance with the provisions of the Disciplinary Code and Procedures for the Public Service to handle cases of misconduct where a disciplinary hearing has been conducted. The National Secretariat for Safety and Security scored 4.50 and the Gauteng Department of Community Safety scored a 4. These departments have done well in complying with standards aimed at promoting professional ethics in the Public Service.

Departments that scored just above 3 are the Eastern Cape Departments of Public Works, and Housing, Local Government & Traditional Affairs, Gauteng Department of Sport, Arts, Culture and Recreation, the Limpopo Department of Agriculture as well as the Western Cape Department of Local Government and Housing.

### Departments that Scored Lower than Three

Departments which scored below 3 are highlighted in **Figure 3** below.

Figure 3: Departments with a score lower than three



The Department of Education in KZN scored 2.75, the National Department of Labour scored 2.5, and the Mpumalanga Department of Safety and Security score at 2. The other departments in this category are: the Northern Cape Department of Sport, Arts and Culture, the Eastern Cape Department of Social Development, the Free State Department of Local Government and Housing, the National Department of Water Affairs and Forestry and the North West Department of Economic Development and Tourism. The score of these departments highlight a challenge with regard to adhering to standards aimed at promoting ethical conduct.

*Most common offences*

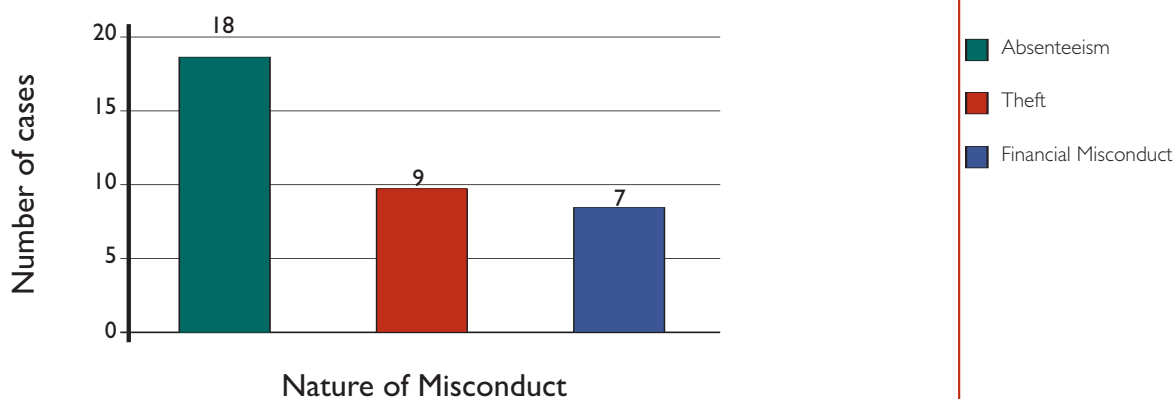
Figure 4 below alludes to the most common offences that were identified in the departments assessed.

Absenteeism is the most common case of misconduct reported in the departments assessed and this limits the capacity of the Public Service to deliver service. The second most reported cases of misconduct are theft which causes tax payers a lot of money. The other common cases of misconduct identified in the departments assessed is financial misconduct.

The other cases which are not significant, but are worth mentioning are:

- Dishonesty
- Poor performance
- Sexual assault
- Misuse of state vehicles

Figure 4: Most prevalent cases of misconduct



Despite scoring 5 out of 5 in this principle, it was found that in the Department of Public Enterprise of the seven most recent cases of misconduct, four of these were related to non-performance and or poor performance by either a director or chief director. This highlights the commitment of this department to address poor performance at senior and top management level.

*Time taken to resolve cases of misconduct*

Less than half (43.75 %) of the departments assessed complied with the standard of finalising cases of misconduct within the 20 - 80 days period (Table 6 below). A significant number (six or 37.5 %) of these departments did not supply the required data, whilst six (37.5%) of the departments assessed took longer than the PSM&ES set standard of four months to finalise a case of misconduct.

Table 6: Performance of Departments: Historical and Current Averages per standard

Department	Average time taken to complete cases of misconduct	
	Within 4 months	Outside 4 months
National Department of Labour	Data not supplied for evaluation despite numerous requests	
National Department of Public Enterprises	7 days	-
National Department of Safety and Security	7 days	-
National Department of Water Affairs and Forestry		5 months
Eastern Cape Department of Housing, Local Government & Traditional Affairs	2 months	-
Eastern Cape Department of Public Works	1 month	-
Eastern Cape Department of Social Development	-	4 months
Free State Department of Local, Government and Housing	-	4,16 months
Gauteng Department of Community Safety	-	8 months
Gauteng Department of Sports, Arts, Culture and Recreation	-	5 months
KwaZulu-Natal Department of Education	-	13 months
Limpopo Department of Agriculture	3 months	-
Mpumalanga Department of Safety and Security	N/A	N/A



**Table 6: Performance of Departments: Historical and Current Averages per standard**

Department	Average time taken to complete cases of misconduct	
	Within 4 months	Outside 4 months
Northern Cape Department of Sport, Arts and Culture	2,9 Months	-
North West Department of Economic Development and Tourism	Data not available	-
Western Cape Department of Local Government and Housing	25 days	-

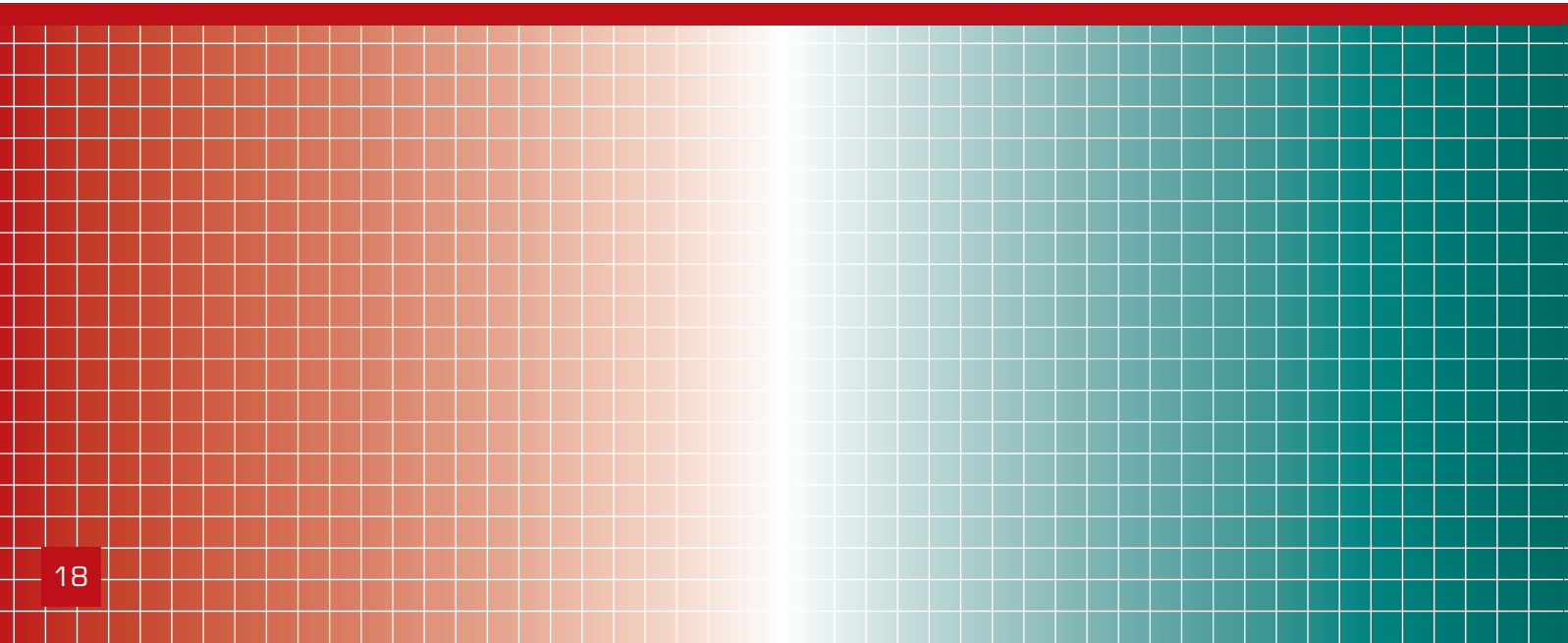
It is evident that in this basic area of HR, performance is still unsatisfactory. The implications for such a situation, is that staff members would get the impression that their management is not really committed to translating policy into action in terms of dealing with absenteeism. Eventually, this could lead to a situation of poor governance, and if the practice spreads the ethical infrastructure that has been built up in terms of policy and regulation, could be eroded.

### Strategies for improvement

In light of the above, departments that scored less than 3 should establish monitoring and evaluation systems for handling cases of misconduct. It is also incumbent upon all these departments to enhance the reporting systems to ensure that there is management reporting done on cases of misconduct and where necessary, intervention should be exercised.

Cases of misconduct should be responded to promptly and finalised to ensure that departments are not rendered ineffective by discontentment that goes with dealing with such cases. There is a need to create more awareness of the implications of misconduct on service delivery, and awareness programmes should be integrated to the line functions of departments to enhance the importance of preventing misconduct.

Although dealing with cases of misconduct requires specialised skills and competency, there is a need for continuous training to enhance the capacity of departments to handle misconduct cases. This needs attention from the leadership levels of departments.





# Chapter Three

## Efficiency, Economy and Effectiveness



## Summary of findings

Departments were able to improve on the expenditure trends during the 2006/07 research cycle by staying within the margin of 2% of their budgets. However, departments are still facing a challenge in developing measurable indicators. Only one department managed to meet more than 80% of its priority outputs. This low achievement of outputs can be attributed to the fact that the outputs were largely not written in a manner that was measurable. Such a poor formulation of measurable objectives makes reporting difficult. Most departments were not able to clearly link their outputs, SDIs and targets with each other as they appear in the departments' strategic plans, estimates of expenditure and annual reports.

The ability of a department to align its expenditure to its plans is reflective of sound leadership and performance management. It shows an appreciation of the fact that resources will always be limited and competed for by multiple needs and priorities. It is in this light that functional M&E systems, together with M&E skills and a permeating M&E culture becomes critical in informing the planning and implementation process.

### Constitutional value

The second Constitutional principle states that the “efficient economic and effective use of resources must be promoted”. Departments must utilise resources effectively and economically to deliver serve.

### Performance indicator

The performance indicator selected to reflect how well departments promote this principle is whether expenditure is according to budget, and whether programme outputs are clearly defined with credible evidence reflecting that they have been achieved.

### Standards

Two criteria are used to assess the performance of departments on constitutional Principle 2, namely:

1. Expenditure is as budgeted for; and
2. Programmes are implemented as planned (and whether changes to plans are reasonable and justified).

To assess performance of departments against these two criteria, the following standards are used:

#### Expenditure

1. Expenditure stated in the Annual Report is within 2% of the planned budget set in the Estimates of Expenditure.
2. More than half of each programme's performance indicators are measurable and clear and illustrate the programme intentions.

#### Achievement of outputs

1. Eight (80%) of the ten most important strategic outputs have been met.
2. Six (60%) of the ten most important strategic outputs have been met.
3. Four (40%) of the ten most important strategic outputs have been met.

The specific gradation for performance within each standard is reflected below, making it easier to provide a quantitative comparison of performance.

Indicators	Standards					Maximum possible Score
	Expenditure		Achievement of Outputs			
	*1	*2	*3 – 80%	*4 60%	*5 40%	
Bench Mark	1,00	1,00	3,00	2,00	1,00	5,00

## Overview of performance for the period 2000 to 2007

The departments' average performance against these standards since the inception of the PSC's Transversal M&E System in 2000 till 2006/07 is summarised in **Table 7** below followed by a more detailed discussion on the findings.

Research Cycle	Average Score per Standard					Maximum possible Score
	Expenditure		Achievement of Outputs			
	*1	*2	*3 – 80%	*4 60%	*5 40%	
2000-2005	0,46	0,59	0,43	0,79	0,36	2,63
2005/06	0,30	0,60	0,00	0,00	0,20	1,10
2006/07	0,71	0,25	0,06	0,31	0,59	2,15

The 2000 - 2005 research cycles reflect an average performance of 2.63. This trend continued in the 2005/6 and 2006/2007 research cycles, showing a sharp decline to 1.10 during the 2005/6 research cycle, with a slight improvement to 2.15 during the 2006/2007 research cycle. These scores are fluctuating and relatively low but promising, and are influenced by the standard on reporting requirements. The change observed may be attributed to the more exacting reporting requirements of the A-G. The International Financial Reporting Standards and the Public Audit Act (Act No. 25 of 2004)<sup>5</sup> came into effect in 2004 and the financial year for 2005/06 reports reflected the first period of implementation of the Act.

An average score of less than 3 out of a total score of 5 indicates that departments are challenged when dealing with financial management requirements, and may also relate to the capacity of financial management within departments, given the new requirements.

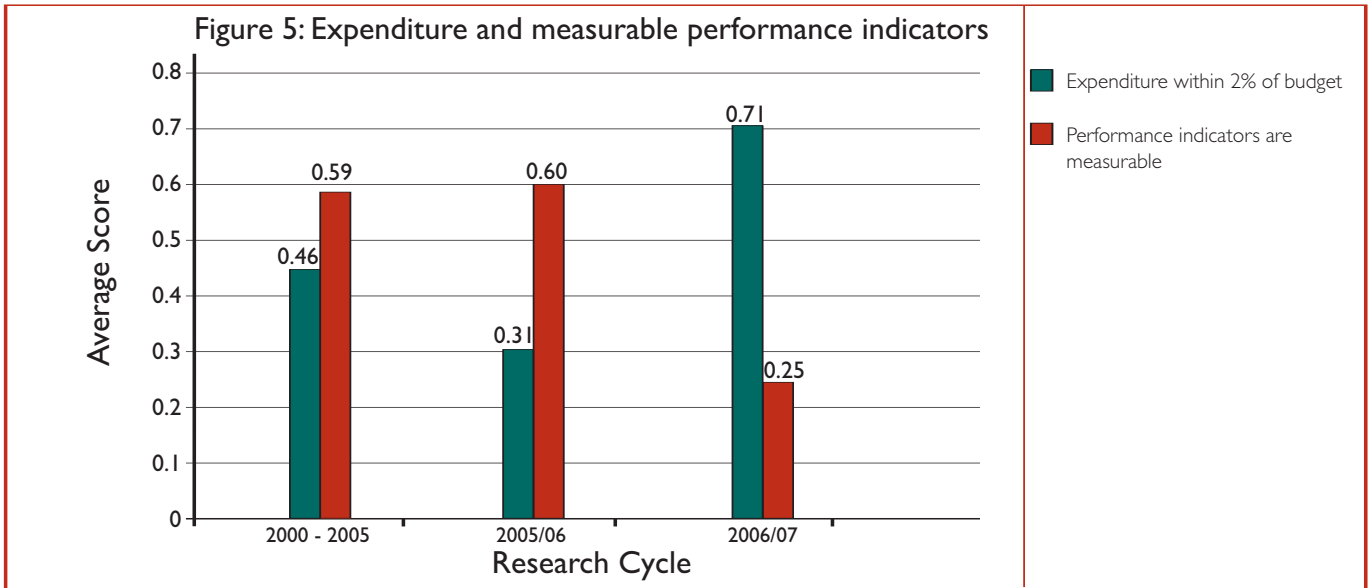
A comparison of the departments' performance with regard to managing their expenditure and achieving their most important strategic outputs is highlighted in **Figure 5** and **Figure 6** below.

### Expenditure

An analysis of **Figure 5** below indicates that Departments were able to improve on the expenditure trends during the 2006/07 research cycle by staying within the

<sup>5</sup> Republic of South Africa. Public Audit Act 25 of 2004. Pretoria. 2004

margin of 2% of their budgets with a score of 0.71 out of a possible total score of 1.00, compared to 0.46 and 0.31 during the 2000 to 2005 and 2005/06 research cycles respectively.

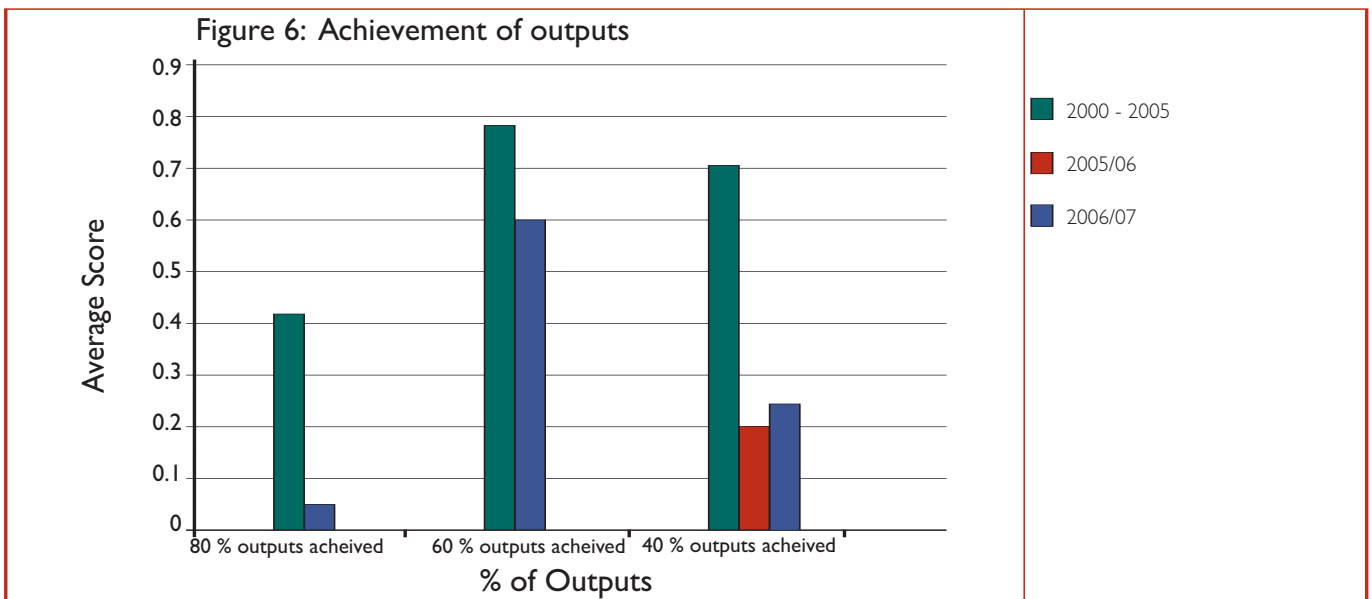


*Measurability of performance indicators*

With regard to the measurability of performance indicators there was a sharp decline during the 2006/07 research cycle with an average score of 0.25 out of a possible total score of 1.00 compared to the average scores of 0.60 and 0.50 during the previous two research cycles. This indicates that departments are still facing a challenge in developing measurable indicators.

*Achievement of outputs*

It is also evident from **Figure 6** below that most of the departments were only able to achieve on average 40% of their most important strategic outputs.



## Overview of performance for the 2006/2007 research cycle

This low achievement of outputs could also be attributed to the fact that outputs were in the first place not written in a manner that was measurable. Therefore, such outputs end up being a poor basis for reporting. The problem may in part be attributed to the limited overall M&E capacity within departments, which becomes apparent when M&E related work, such as the formulation of outputs and measuring them is necessary. The audit of M&E and reporting requirements by the PSC provides more detail on this<sup>6</sup>.

As the PSM&ES matures, the indicators are modified to make provision for new focus areas within government. For instance the existence of an M&E system to evaluate programme/projects in departments was not done before. This is what the evaluation currently focuses on in this principle:

### A. Expenditure

1. Expenditure stated in the Annual Report is as budgeted for in the Estimates of Expenditure (Score 0.25).
2. Material variances are explained (Score 0.25).

### B. Service delivery indicators

1. More than half of each programme's SDIs are measurable in terms of quantity, quality and time dimensions (Score 0.25).
2. Outputs, SDIs and targets are clearly linked with each other as they appear in the strategic plan, estimates of expenditure and the annual report for the year under review (Score 0.25).

### C. Achievement of priority outputs

1. 80% of the priority outputs have been met (Score 3.00).
2. 60% - 79% of the priority outputs have been met (Score 2.00).
3. 40% - 59% of the priority outputs have been met (Score 1.00).
4. Less than 40% of the priority outputs have been met (Score 0.00).

### D. M&E system

1. A system to monitor and evaluate programmes/projects is operative (Score 1.00).

The maximum possible score for A, B, C, and D is 5.

**Table 8** reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5.

<sup>6</sup> Republic of South Africa. Public Service Commission. Report on the Audit of Reporting Requirements and Departmental Monitoring and Evaluation Systems within Central and Provincial Government. June 2007.

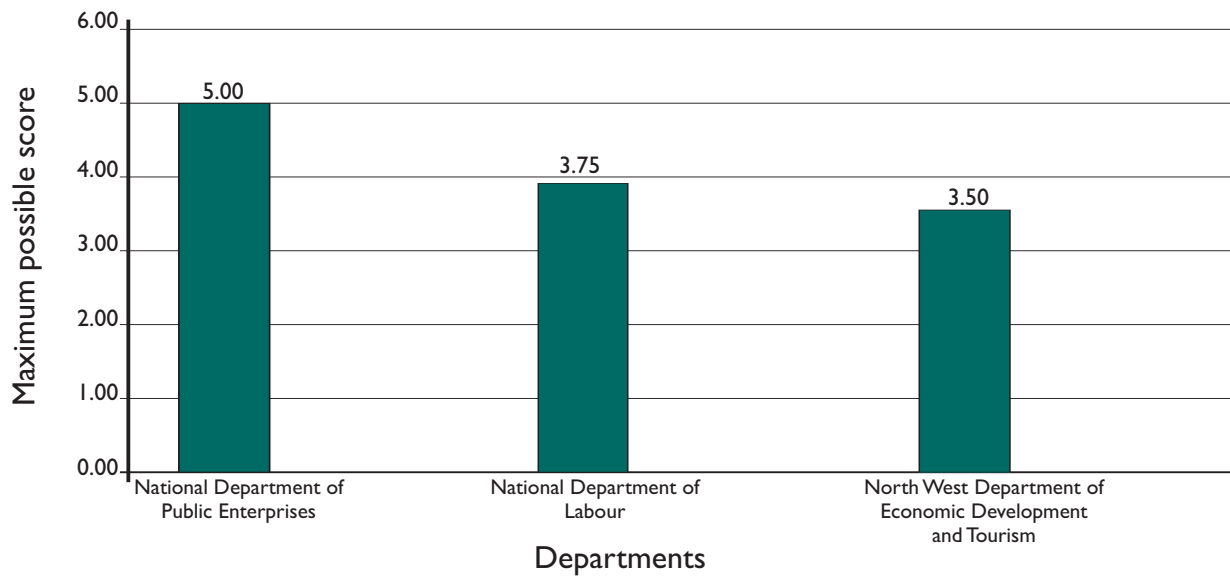
**Table 8: Performance of Sixteen Departments in the 2006/2007 Research Cycle**

Research Cycle	Score per Standard									Total out of 5
	*A		*B		*C				*D	
	1	2	1	2	1	2	3	4	1	
National Department of Public Enterprises	0.25	0.25	0.25	0.25	3.00	-	-	-	1.00	5.00
National Department of Labour	0.00	0.25	0.25	0.25	-	2.00	-	-	1.00	3.75
North West Department of Economic Development and Tourism	0.00	0.25	0.25	0.00	-	2.00	-	-	1.00	3.50
National Department of Water Affairs and Forestry	0.25	0.25	0.25	0.00	-	-	1.00	-	1.00	2.75
Limpopo Department of Agriculture	0.00	0.25	0.25	0.25	-	-	1.00	-	1.00	2.75
Western Cape Department of Local Government and Housing	0.25	0.25	0.25	0.00	-	-	1.00	-	1.00	2.75
Eastern Cape Department of Public Works	0.00	0.25	0.25	0.00	-	-	1.00	-	1.00	2.50
Gauteng Department of Sports, Arts, Culture and Recreation	0.00	0.25	0.00	0.25	-	-	1.00	-	1.00	2.50
Gauteng Department of Community Safety	0.25	0.25	0.00	0.25	-	-	-	0.50	1.00	2.25
Northern Cape Department of Sport, Arts and Culture	0.25	0.25	0.00	0.25	-	-	-	0.50	1.00	2.25
KwaZulu-Natal Department of Education	0.25	0.25	0.00	0.00	-	-	-	0.50	1.00	2.00
Eastern Cape Department of Housing, Local Government & Traditional Affairs	0.25	0.25	0.25	0.00	-	-	1.00	-	0.00	1.75
Free State Department of Local, Government and Housing	0.25	0.25	0.00	0.00	-	-	-	-	1.00	1.50
Eastern Cape Department of Social Development	0.00	0.25	0.00	0.00	-	-	-	-	1.00	1.25
National Secretariat for Safety and Security	0.00	0.00	0.25	0.25	-	-	-	0.50	0.00	1.00
Mpumalanga Department of Safety and Security	0.25	0.00	0.00	0.00	-	-	-	0.50	0.00	0.75

*Departments that Scored Higher than Three*

Only three (19%) out of sixteen departments scored 3 and above on the performance standards - see **Figure 7** below.

Figure 7: Departments that scored higher than three

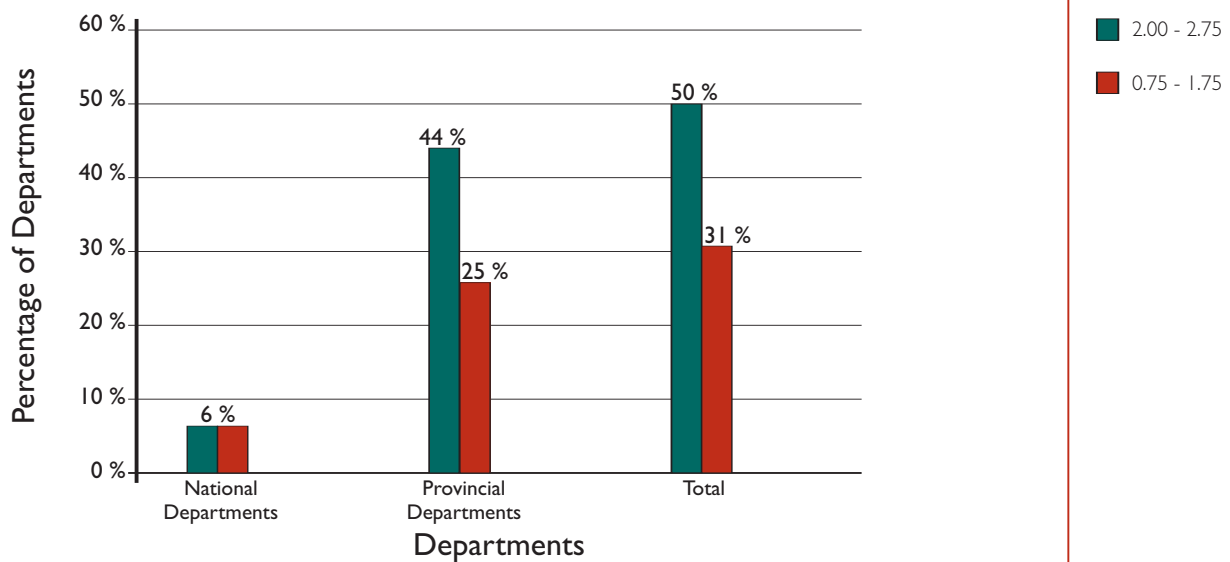


The best performer was the Department of Public Enterprises with a full score of 5, indicating excellent performance in all the standards. The National Department of Labour scored 3.5, which is indicative of satisfactory performance in most of the standards. The Northwest Department of Economic Development and Tourism scored 3, which means performance in most of the standards is adequate.

*Departments that Scored Lower than Three*

Eight (50%) of the departments scored between 2 and 2.75 (Figure 8 below) indicating that development is needed in most of the standards,

Figure 8: Percentage of departments that scored lower than three



whilst five (31%) scored between 0.75 and 1.75 indicating that development is needed in all the standards. In both instances the provincial departments are the worst off with seven (58%) of the twelve provincial departments scoring between

2.00 and 2.75, and four (33%) of them scoring between 0.75 and 1.75. It would thus appear that financial management is more of a problem at the provincial than national level.

**Figure 9** below indicates the performance of departments with regard to standards pertaining to expenditure.



A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following:

*Planned Expenditure vs. Actual Expenditure*

It was found that nine (56.25%) of the sixteen departments assessed spent their budget as it was planned for. About a third (31.25%) of the twelve provincial departments did not comply while two (50%) of the four national departments scored low. This means there is no alignment between planned expenditure and actual expenditure.

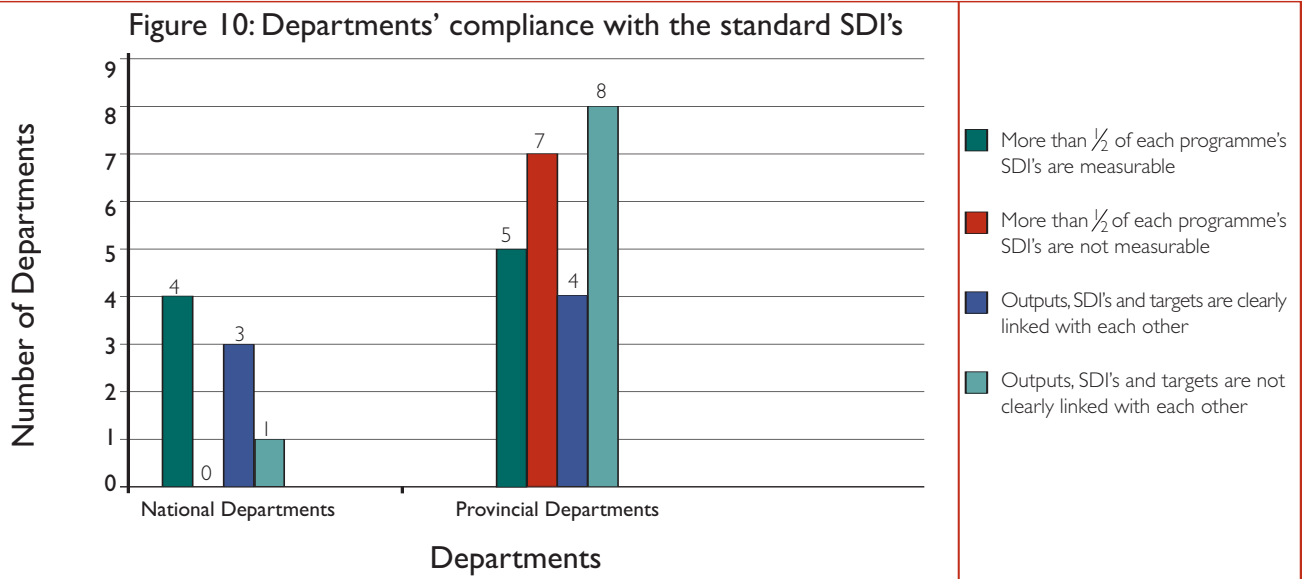
*Explanation of material variances*

The majority (thirteen or 87.50%) of the departments did provide an explanation of material variances in their spending patterns as reflected in **Figure 9** above. This is important, as it shows that departments are aware of, and able to report on material variances. However, a 100% ability to do this would be considered satisfactory, as it would indicate a total control over the budget by departments.

*Service delivery indicators*

A high number (seven out twelve or 58%) of provincial departments assessed during the 2006/07 research cycle were not able to formulate their service delivery indicators (SDIs) in measurable terms as indicated in **Figure 10** below.



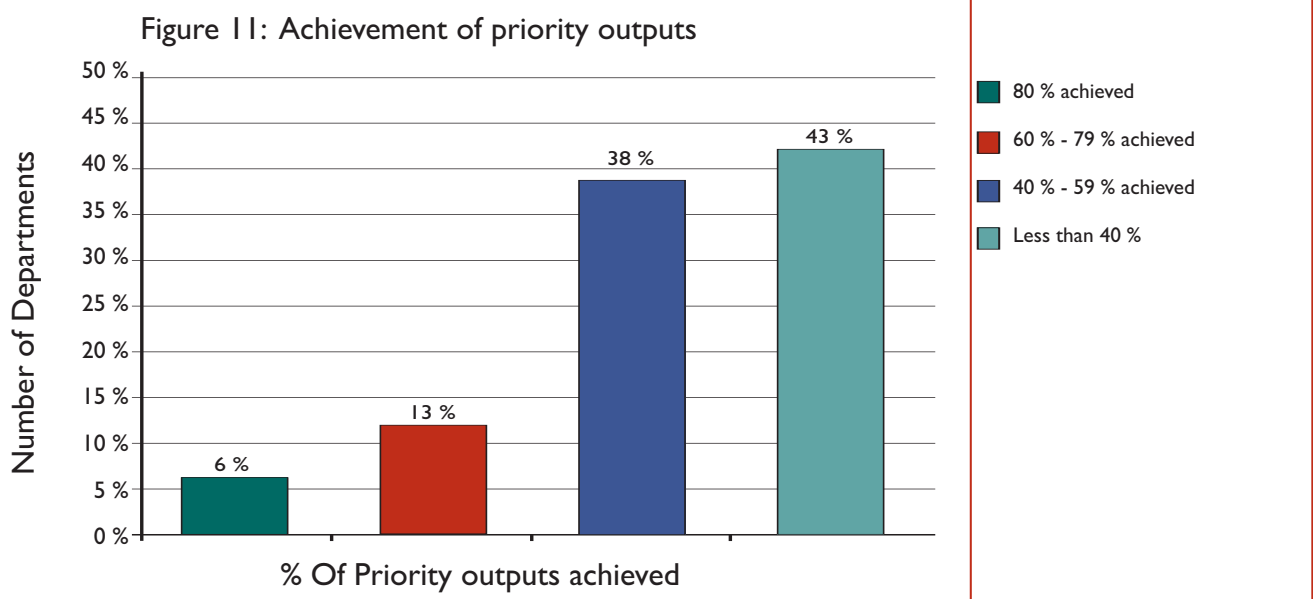


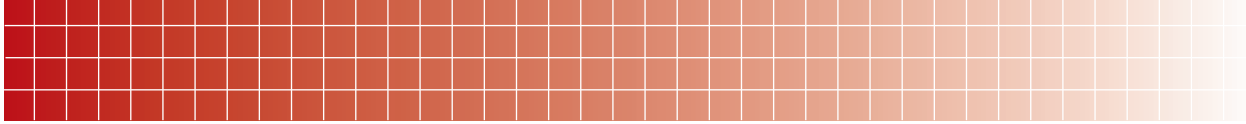
These departments are also unable to draw a clear linkage between outputs, SDIs and targets. Assessment revealed that eight (67%) out of the twelve provincial departments were not able to clearly link their outputs, SDIs and targets with each other as they appear in the departments' strategic plans, estimates of expenditure and annual reports. The national departments performed rather well in both these standards, namely 100% for the measurability of SDIs and 75% of the linkage of outputs, SDIs and targets.

As a result of the poorly formulated SDIs and a poor linkage of outputs, SDIs and targets with each other as they appear in the departments' strategic plans, estimates of expenditure and annual reports, it becomes extremely difficult to assess the departments' achievement of priority outputs and whether the expenditure of the departments was on the approved outputs for which the budget was allocated.

*Achievement of priority outputs*

Only one department (6%) managed to meet more than 80% of its priority outputs, whilst seven (43%) of the departments achieved less than 40% of their priority outputs (Figure 11 below), most (37%) of which are in the provinces.





The main reasons for this poor performance relates once again to how departments in the first instance formulate their service delivery indicators (in terms of time and quantity dimensions and the linkage to outputs, SDIs and targets with each other, as they appear in the departments' strategic plans, estimates of expenditure and annual reports).

*M&E System*

More than thirteen (81%) of the departments assessed utilise the government's transversal PERSAL, BAS and Logis systems as a means to monitor and evaluate personnel, financial and procurements matters. In some instances management reporting is also utilised to monitor progress of programmes/projects. This does not constitute adequate M&E in departments, as other PSC studies have shown that M&E development remains rudimentary in most departments<sup>7</sup>.

**Strategies for development**

In improving on this important area of performance, a multifaceted strategy and plan needs to be followed. This is listed below.

*Planned Expenditure vs. Actual Expenditure*

The results show that departments need to re-assess their current planning processes with regard to finances, human resources and the implementation of programmes. Clearly, they are inadequate in bringing about the alignment of outputs, targets, SDIs and expenditure.

Departments should closely monitor its spending patterns in all of its programmes. Lack of an early warning system shows that spending patterns are uneven, resulting in over-expenditure at the end (the March spike) which could have been foreseen and possibly avoided if an effective M & E system was in place.

*Quality of departments' service delivery indicators*

Departments need to attend to the formulation of each programme's and sub-programme's SDIs in order to ensure that the SDIs read with the outputs and targets are measurable in terms of quality, quantity and time dimensions. The following serves as an example of how it should be formulated:

Programme	Output	SDI	Target	Actual performance
Developmental and support Services	HIV/Aids support groups.	Support groups for people infected and affected by HIV & AIDS are established.	(8 out of 10 people living with HIV & AIDS (PLWHA) actively participate in support groups in all 7 District Municipalities (including Metro).	More than 50 people living with HIV & AIDS (PLWHA) actively participated in support groups in all 7 District Municipalities (including Metro).

This also implies that the linkage between outputs and service delivery indicators as they appear in the Strategic Plan, Estimates of National Expenditure and the Annual Report should receive attention. This will enable departments to project a complete picture of what they intend to achieve in a given year:

<sup>7</sup> Republic of South Africa. Public Service Commission. Report on the Audit of Reporting Requirements and Departmental Monitoring and Evaluation Systems within Central and Provincial Government. 2007.



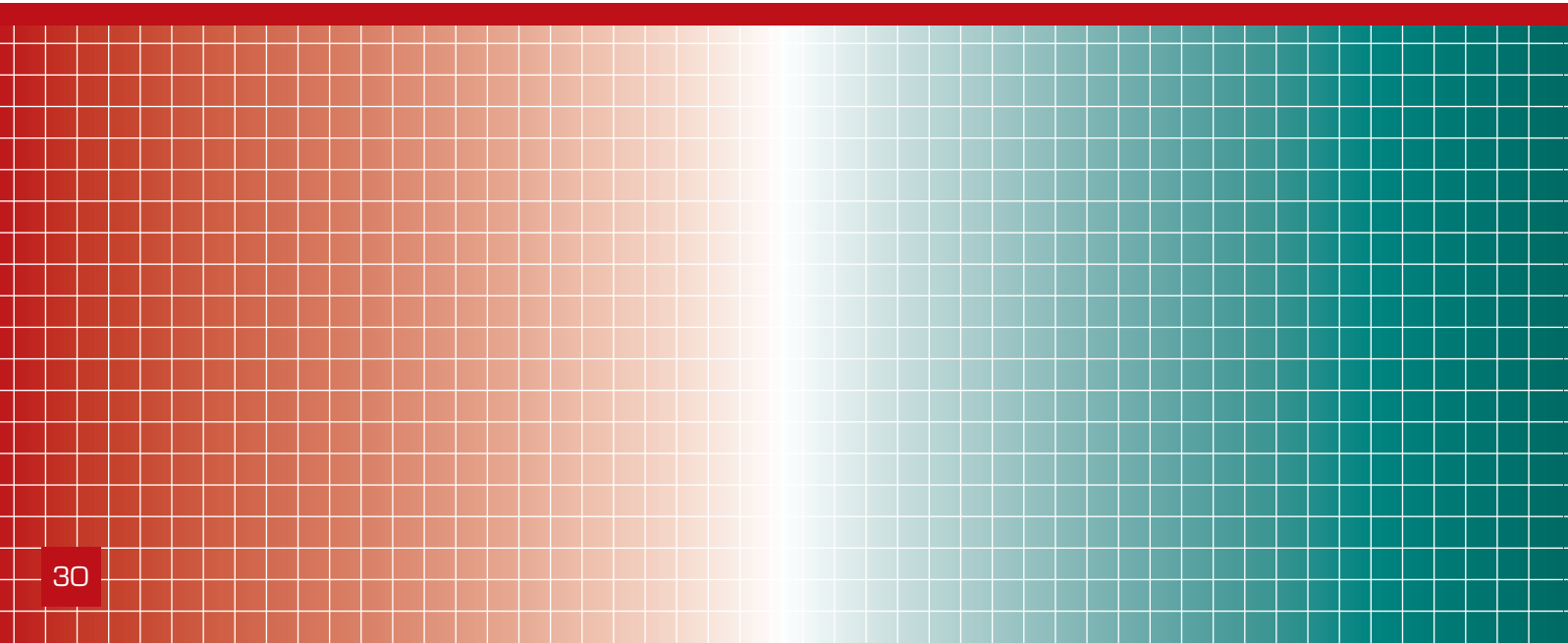


### *Achievement of priority outputs*

Strategic objectives, priority outputs and indicators should be aligned in order to give directions to operations and inform the Annual Report. Quantity, quality and timeframes should be attached to each output of each programme and indicators as it is in the Strategic Plan and Estimates of National Expenditure in order to monitor and evaluate progress and programme performance.

### *M&E System*

Without an effective and efficient Monitoring and Evaluation system in place departments are less likely to succeed in tracking their performance and getting early signs of sluggish performance even in the most critical areas of their mandate. Departments must address the ambit of M&E, from setting up appropriately designed and placed units, to training staff, to integrating M&E into the work of departments. This would help to ensure that the economic base of the Public Service is in fact optimally utilised for service delivery.



# Chapter Four

## Development Orientation

## Summary of findings

Departments are taking beneficiary participation in the development of projects aimed at development seriously, and this is reflected in projects being implemented. Project management standards were, however, not of an acceptable level and need to be addressed. Although the majority of departments accommodate local development plans in their projects, there is still some way to go before the notion of integrated government becomes a reality. The process of institutionalising learning does not consciously take place. Had more effective M&E systems been in place, it would be possible to learn from best practice.

While the creation of employment is commendable in some projects, it is critical to involve local stakeholders in the governance structures of these projects to work towards the alignment of all poverty alleviation programmes and projects with local development plans.

### Constitutional value

The Third Constitutional principle demands development orientation. Individual departments should ensure that within their respective mandates they drive a development orientation, thus contributing to the national effort of government to promote development.

### Performance indicator

In addressing this principle, departments are assessed according to how effective they are in implementing programmes/projects that aim to promote development and reduce poverty.

### Standards

A range of standards have to be met to indicate whether departments do in fact promote a development orientation. The following are the PSM&ES standards:

1. At least half the projects are of an acceptable standard in terms of beneficiary participation (Score 1.00).
2. At least half the projects plans are of an acceptable project management standard (Score 1.00).
3. At least half the projects accommodated local development plans (Score 1.00).
4. A system is in place for systematically institutionalising lessons learned (Score 1.00).
5. Half the projects achieved success in at least half their objectives (Score 1.00).

The maximum possible score for this principle is 5.

### Overview of performance for the period 2000 to 2007

Beneficiary participation and institutionalisation of lessons learned from projects carried out by departments in the Public Service are important factors in promoting development orientation. **Table 9** below indicates the overall average scores of the performance of departments assessed in 3 different research cycles.

Research Cycles	Average Score per Standard					Total average score
	*1	*2	*3	*4	*5	
	1.00	1.00	1.00	1.00	1.00	
2000 - 2005	0.85	0.10	0.20	0.30	0.30	1.75
2005 / 06	0.30	0.35	0.35	0.30	0.00	1.30
2006 / 07	0.75	0.50	0.56	0.25	0.63	2.69

The performance of the fifty three departments assessed at different times varies and there is no particular trend. The average score in each standard has never reached a score of 1. There is, however, a significant improvement in the average scores for 2006/2007 research cycle compared to the two previous research cycles (2000 - 2005 and 2005/06).

## Overview of performance for the 2006/2007 research cycle

The standards set by the PSM&ES for the previous research cycles remained intact. **Table 10** below reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5. The result is summarised in **Table 10** below followed by a more detailed discussion on the findings.

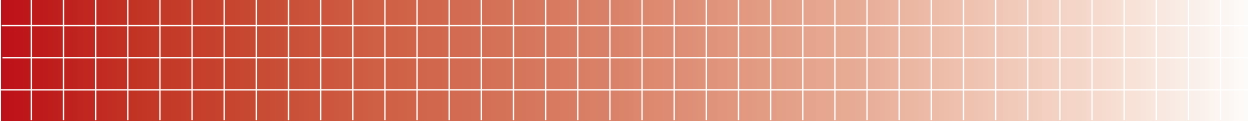
Department	Standard					Total out of 5
	*1	*2	*3	*4	*5	
Eastern Cape Department of Social Development	1.00	1.00	1.00	1.00	1.00	5.00
National Department of Public Enterprises	1.00	1.00	1.00	0.00	1.00	4.00
Eastern Cape Department of Housing, Local Government & Traditional Affairs	1.00	1.00	1.00	0.00	1.00	4.00
Gauteng Department of Sports, Arts, Culture and Recreation	1.00	1.00	1.00	0.00	1.00	4.00
Limpopo Department of Agriculture	1.00	1.00	0.00	1.00	1.00	4.00
Western Cape Department of Local Government and Housing	1.00	1.00	1.00	1.00	0.00	4.00
National Department of Water Affairs and Forestry	1.00	0.00	1.00	0.00	1.00	3.00
Eastern Cape Department of Public Works	1.00	0.00	1.00	0.00	1.00	3.00
Gauteng Department of Community Safety	1.00	0.00	1.00	0.00	1.00	3.00
KwaZulu-Natal Department of Education	0.00	1.00	0.00	1.00	1.00	3.00
Northern Cape Department of Sport, Arts and Culture	1.00	1.00	0.00	0.00	1.00	3.00
North West Department of Economic Development and Tourism	1.00	0.00	1.00	0.00	0.00	2.00
National Department of Labour	1.00	0.00	0.00	0.00	0.00	1.00
Free State Department of Local, Government and Housing	0.00	0.00	0.00	0.00	0.00	0.00
National Department of Secretariat for Safety and Security	0.00	0.00	0.00	0.00	0.00	0.00
Mpumalanga Department of Safety and Security	0.00	0.00	0.00	0.00	0.00	0.00
<b>TOTAL</b>	12	8	9	4	10	43
<b>AVERAGE</b>	0.75	0.50	0.56	0.25	0.63	2.69

### Departments that Scored Higher than Three

Eleven (68.75%) out of sixteen departments scored 3 and above on the performance standards of which one (6.25%) performed excellent on all the standards with a full score of five. Five of the eleven scored 4.00, which is indicative of performance that is good in most of the standards. The rest (five or 31.25%) scored 3.00 indicative of several of the standards being adequate.

### Departments that Scored Lower than Three

Five (31.25%) of the sixteen departments scored between zero and 2.00. Three (18.75%) of these five departments scored a disappointing zero indicative of none of the standards have been met. The remaining two departments scored 1.00 and 2.00 respectively indicating that development is needed in most of the standards.



A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following:

*Participation of beneficiaries in the design of the project*

Beneficiary participation challenges departments as it requires a reorientation of public servants to work in a manner that facilitates, empowers and engages skills which are often not present.

Despite these challenges, it is pleasing to note that twelve (75%) of the departments assessed on this element achieved a full score of 1, which means that half of the projects of these departments are of an acceptable standard in terms of beneficiary participation. It points to the fact that departments are taking the question of beneficiary participation seriously.

*Acceptable project management standards*

Project management standards are pivotal to the sustainability of projects, especially in a context where limited resources have to be deployed across a range of priorities. It was found that eight (50%) of the departments assessed rolled out projects which are of acceptable management standards. The remaining eight (50%) did not meet the standard implying that the project management standards were not of an acceptable level. This needs to be addressed and points to the need for capacity building in this area.

*Alignment of the programmes with Local Development Plans*

More than half (nine or 56%) of the departments assessed score a full score of 1 which implies that these departments accommodate local development plans in their projects. The remaining seven (44%) did not meet the standard of accommodating local development plans. This result is important, and the fact that close to half do not accommodate local development plans points to a lack of engagement with related tiers of government and functions, and may impact adversely on the sustainability of projects themselves. Clearly, there is still some way to go before the notion of integrated government becomes a reality.

*System to institutionalising lessons learned*

Only a quarter (25%) of departments assessed met the standard of institutionalising lessons learned from the implementation of the projects. The majority of these departments (twelve or 75%) did not meet the standard. This result points to poor knowledge management, which means that mistakes that could be avoided are not, because the process of institutionalising learning does not consciously take place. Had more effective M&E systems been in place, it would be possible to learn from best practice.

*Success of the projects*

Ten (63%) of the departments assessed achieved the objectives of their various projects. This means that the projects of six (37%) of the departments did not achieve their objectives, which when translated into monetary terms is quite significant. The problem may be related to how objectives are formulated and measured in the first place, as already mentioned in this report.





## Strategies for improvement

Based on the 2006/2007 research cycle, the following specific interventions regarding improving development orientation have been identified:

### *Participation of beneficiaries in the design of the project*

Departments need to clearly indicate in their projects how beneficiaries will be involved and participate. This should be indicated in the designs of various projects. Beneficiary participation should feature prominently in the project plan as well as in the implementation stage. While the creation of employment is commendable in some projects, it is critical to involve local stakeholders in the governance structures of these projects.

### *Acceptable project management standards*

Departments should establish a system that would ensure that gender and HIV/AIDS issues are considered in the design and implementation phase of the different projects. The employment targets should indicate the number/percentage of woman and people living with disability that should benefit from the projects.

### *Alignment of the programme with Local Development Plans*

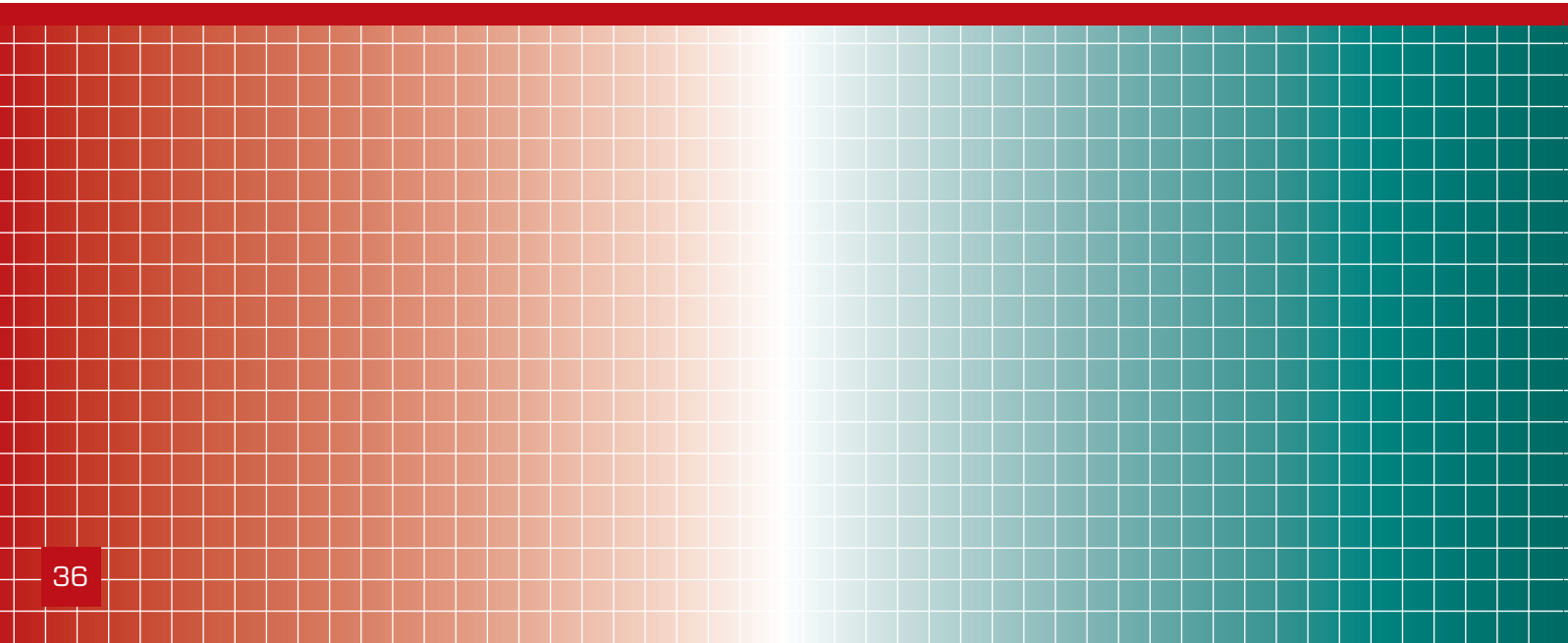
Departments need to work towards the alignment of all poverty alleviation programmes and projects with local development plans. The involvement and participation of Local Authorities should also be secured.

### *System to institutionalising lessons learned*

It would be beneficial for departments and their clients to have a monitoring and evaluation system in place to consciously identify and institutionalise lessons learned, and to apply such to future projects. The results should feed into a final report of the project. In this report, lessons learnt should be clearly identified and recommendations that address the challenges emanating from the project.

### *Success of the projects*

The sustainability of poverty alleviation projects cannot be over emphasised. It would be to the Department's benefit if future projects are of a long term nature. The Department should assess the impact it is making in changing the lives of the poor.



# Chapter Five

## Impartiality and Fairness in Service Delivery

## Summary of findings

Departments clearly refer to the applicable legislation/policy in terms of which a decision needs to be taken. An alarming eight (50%) of the departments were, however, unable to submit any documentation to assess whether decisions were taken by duly authorised officials in terms of the departmental delegations of authority.

Departments still do not comply with the requirements of PAJA. The implications are that confidence in the ability of the Public Service to execute sound and credible decisions are been undermined and departments could be subject to legal challenges, incurring unnecessary cost.

As with the previous Consolidated PSM&ES Reports it is again recommended that departments map the procedure of their decision-making processes in detail, and ensure that the reasons for decisions are properly communicated to all affected parties, internally and externally.

### Constitutional value

The fourth Constitutional principle states that “services must be provided impartially, fairly, equitably, and without bias”.

A key legislation, which calls to account any administrative action, is the Promotion of Administrative Justice Act (PAJA), passed as Act 3 of 2000. It ensures procedurally fair administrative actions by giving people the right to request reasons for actions and also gives them the right to have such actions reviewed in court. It goes to the heart of the decision-making process of government and may be considered as transformative legislation.

### Performance indicator

The performance indicator for this principle is evidence that the Department follows the prescribed procedures as set out in PAJA when making administrative decisions.

### Standards

Four standards are used to asses the performance of departments on constitutional Principle 4.

1. All decisions are taken in accordance with prescribed legislation/policies and in terms of delegated authority.
2. All decisions are justified and fair considering the evidence submitted in this regard.
3. The procedures required in the PAJA in communicating administrative decisions are duly followed.

### Overview of performance for the period 2000 to 2007

**Table II** below indicates the historic performance of departments against this principle.

Table II: Performance of Departments: Historical and Current Averages per standard						Total average score
Research Cycle	Standard					
	*1	*2	*3	*4	*5	
	1.00	1.00	1.00	1.00	1.00	
2000 - 2005	0.07	0.50	0.36	0.54	0.32	1.79
2005/2006	0.00	0.10	0.10	0.15	0.05	0.40
2006/2007						2.44



The overall average performance of the departments assessed is 1.79 and 0.40 respectively for the 2000 - 2005 and 2005/2006 research cycles. This is clearly unsatisfactory, and performance has not improved much over the period, as noted in the State of the Public Service reports of 2005<sup>8</sup>, 2006<sup>9</sup> and 2007<sup>10</sup>. Poor adherence is also noted in a report on the Compliance with PAJA<sup>11</sup> (a joint investigation undertaken during 2006 by the Public Service Commission and the Department of Justice and Constitutional Development). Performance remains unsatisfactory. The marked improvement to 2.44 for the 2006/2007 research cycle can mainly be attributed to departments adhering to the new standard on decisions that are taken in accordance to legislation and departmental delegations.

## Overview of performance for the 2006/2007 research cycle

In the 2006/2007 research cycle the indicators for this principle were modified to ensure that it measures what should be measured. For instance duly authorised decisions in terms of legislation and departmental delegations were not assessed before. Departments are now assessed against the following standards:

### A. Duly authorised decisions

#### A.1 Decisions in terms of legislation/policy

1. All the decisions were taken in terms of the appropriate legislation/ policy (Score 1.50).
2. Fifty percent and more of the decisions were taken in terms of the appropriate legislation/policy (Score 0.75).
3. Less than fifty percent of the decisions were taken in terms of the appropriate legislation/policy (Score 0.00).

#### A.2 Decisions in terms of delegations

1. All the decisions were taken by duly authorised officials in terms of the departmental delegations of authority (Score 1.50).
2. Fifty percent and more of the decisions were taken by duly authorised officials in terms of the departmental delegations of authority (Score 0.75).
3. Less than fifty percent of the decisions were taken by duly authorised officials in terms of the departmental delegations of authority (Score 0.00).

### B. Decisions are just and fair

1. 100% of the decisions were just and fair (Score 1.00).
2. 50% to 99% of the decisions were just and fair (Score 0.50).
3. 25% to 49% of the decisions were just and fair (Score 0.25).
4. 0% to 24% of the decisions were just and fair (Score 0.00).

<sup>8</sup> Republic of South Africa. Public Service Commission. State of the Public Service Report 2005. Pretoria. 2005.

<sup>9</sup> Republic of South Africa. Public Service Commission. State of the Public Service Report 2006. Pretoria. 2006.

<sup>10</sup> Republic of South Africa. Public Service Commission. State of the Public Service Report 2007. Pretoria. 2007.

<sup>11</sup> Republic of South Africa. Public Service Commission. Compliance with the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000). Pretoria. December 2006.



### C. Communicating administrative decisions

1. Prior notice to administrative action is given in all cases (Score 0.25).
2. Opportunities are provided in all the cases reviewed to make representations before action is taken (Score 0.25).
3. In 100% of the cases administrative decisions that adversely affect anyone's rights are clearly communicated with adequate notice of the right to appeal or review or request reasons for decisions is given (Score 0.25).
4. Requests for the reasons for decisions are properly answered in at least one third of the cases reviewed (Score 0.25).

The maximum possible score for this principle is 5.

**Table 12** reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5.

Table 12: Departments' score per standard															Total out of 5
Department	Standard														
	*A.1			*A.2			*B				*C				
	1	2	3	1	2	3	1	2	3	4	1	2	3	4	
National Public Enterprises	1.50	-	-	1.50	-	-	1.00	-	-	-	0.25	0.25	0.25	0.25	5.00
National Department of Labour	1.50	-	-	1.50	-	-	-	0.50	-	-	0.25	0.25	0.25	0.25	4.50
Gauteng Department of Community Safety	1.50	-	-	1.50	-	-	1.00	-	-	-	0.25	0.25	-	-	4.50
Eastern Cape Department of Housing Local Government & Traditional Affairs	1.50	-	-	1.50	-	-	1.00	-	0.25	-	-	-	-	-	4.25
Eastern Cape Department of Public Works	1.50	-	-	1.50	-	-	1.00	-	-	-	-	-	-	-	4.00
Gauteng Department of Sports, Arts, Culture and Recreation	1.50	-	-	1.50	-	-	1.00	-	-	-	-	-	-	-	4.00
KwaZulu-Natal Department of Education	1.50	-	-	1.50	-	-	-	0.50	-	-	-	-	-	-	3.50
North West Department of Economic Development and Tourism	1.50	-	-	-	-	-	1.00	-	-	-	0.25	0.25	0.25	0.25	3.50
Western Cape Department of Local Government and Housing	1.50	-	-	-	-	-	1.00	-	-	-	0.25	0.25	0.25	0.25	3.50

Table 12: Departments' score per standard															Total out of 5
Department	Standard														
	*A.1			*A.2			*B				*C				
	1	2	3	1	2	3	1	2	3	4	1	2	3	4	
<b>Eastern Cape</b> Department of Social Development	1.50	-	-	-	-	-	1.00	-	-	-	-	-	-	-	2.50
<b>Limpopo Department</b> of Agriculture	0.00	-	-	-	0.75	-	-	-	-	-	-	-	-	-	0.75
<b>National</b> of Secretariat for Safety and Security	0.00	-	-	-	-	-	0.00	-	-	-	0.00	0.00	0.00	0.00	0.00
<b>National</b> Department of Water Affairs and Forestry	0.00	-	-	-	-	-	0.00	-	-	-	0.00	0.00	0.00	0.00	0.00
<b>Free State</b> Department of Local, Government and Housing	0.00	-	-	-	-	-	0.00	-	-	-	0.00	0.00	0.00	0.00	0.00
<b>Mpumalanga</b> Department of Safety and Security	0.00	-	-	-	-	-	0.00	-	-	-	0.00	0.00	0.00	0.00	0.00
<b>Northern Cape</b> Department of Sport, Arts and Culture	0.00	-	-	-	-	-	0.00	-	-	-	0.00	0.00	0.00	0.00	0.00

#### *Departments that Scored Higher than Three*

Ten (62.5%) out of sixteen departments scored 3 and above. This improvement in the average score is mainly due to departments' decisions that were taken in terms of policies and departmental delegations (standards A.1 and A.2). When it comes to the implementation of PAJA (standards B and C), the scores remained low.

The National Department of Public Enterprises performed excellently in all the standards with a full score of five. Five of the ten departments scored four and higher indicative that performance in most of the standards are good. The rest (18.75%) scored 3.50 indicative of several of the standards being adequate.

#### *Departments that Scored Lower than Three*

Seven (43.75%) of the sixteen departments scored between zero (three or 18.75% of the departments) indicative that none of the standards have been met, and 2.50 indicating that development is needed in most of the standards.

A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following:

#### *Decisions taken in terms of the appropriate legislation/ policy.*

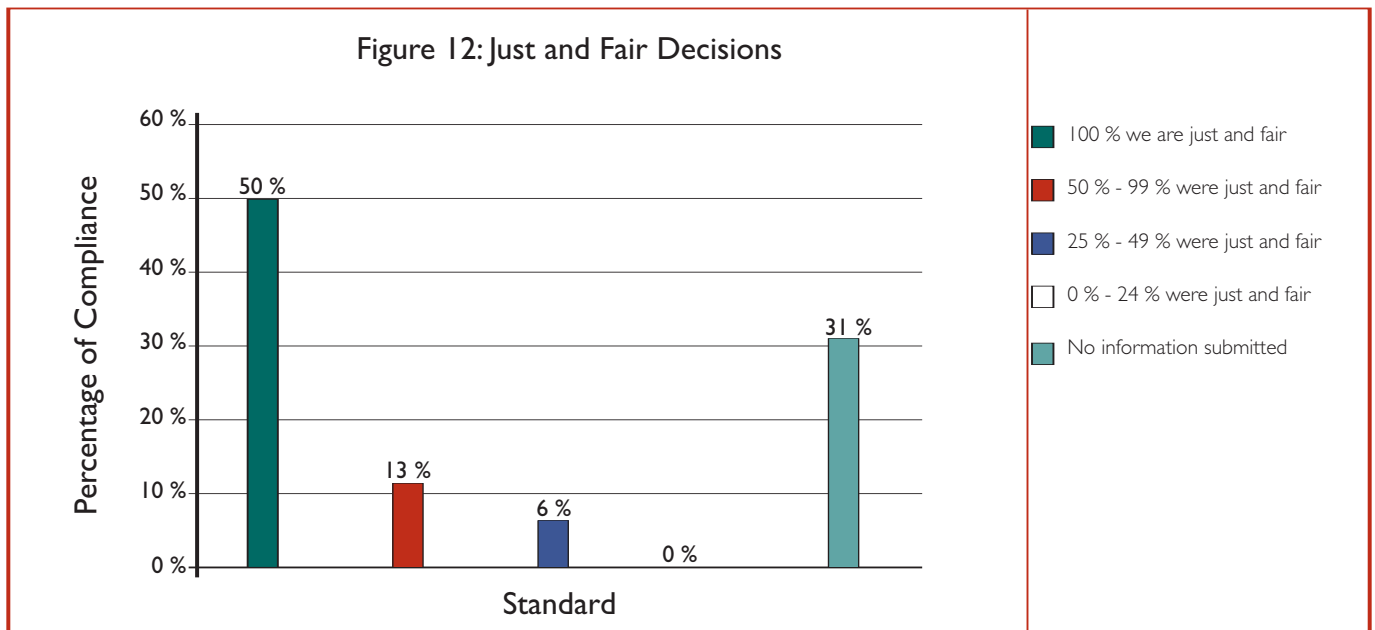
It was found that ten (62.5%) out of the sixteen departments have taken decisions in terms of the appropriate legislation or policy. The necessary reference to the applicable legislation/policy in terms of which the decision needs to be taken is clearly mentioned. The remaining six (37.5%) of the Departments were unable to submit any documentation for assessment.

### *Decisions taken by duly authorised officials in terms of the departmental delegations of authority*

In seven (44%) of the departments evaluated it was found that all the decisions were taken by duly authorised officials in terms of the departmental delegations of authority. At only one (6%) out of the sixteen the departments fifty percent and more of the decisions were taken by duly authorised officials in terms of the departmental delegations of authority. An alarming eight (50%) of the Departments were unable to submit any documentation for assessment.

### *Departments in which just and fair decisions were taken*

It was found that at eight (50%) of the sixteen departments 100% of the decisions were just and fair (Figure 12 below), followed by two (13%) of the departments where between 50% to 99% of the decisions taken were just and fair, followed by a mere 6% of the departments where between 25% to 49% the decisions taken were just and fair. An alarming five (31%) of the departments were unable to submit any documentation for assessment.



### *Communicating administrative decisions*

Only four (25%) out of the sixteen departments comply with the Promotion of Administrative Justice Act's (PAJA) requirement with regard to communicating administrative decisions, namely to provide:

- Notice prior to administrative actions.
- Opportunities to make representations before action are taken.
- Clear communication about cases administrative decisions that adversely affect anyone's rights with adequate notice of the right to appeal or review or request reasons for decisions is given.
- Requests are Proper answers on requests for the reasons for decisions.



## Strategies for improvement

The remaining twelve (75%) departments were unable to submit any documentation to make an assessment of their performance in this regard. Departments still do not comply with the requirements of PAJA. The investigation during 2006 on the Compliance of PAJA<sup>12</sup> confirmed this. It was found that at all levels of management in departments and in most institutions researched there was a “vague understanding and awareness” of the requirements of the PAJA.

The implications for departments to continue to perform at these unsatisfactory levels with regards to PAJA are serious. It means that departments could be vulnerable to legal challenges. It would also undermine confidence in the ability of the Public Service to execute sound and credible decisions.

In light of this, departments should make the implementation of delegations of authority a top priority in order to legitimise administrative decisions taken, and to ensure that officials have the power to make the relevant decisions and thus ensure good, clean administration. This would also ease the burden on the D-Gs and HoDs who can be confident that those they have delegated authority, act appropriately.

It is recommended that departments utilise The Basic Implementation Strategy: Promotion of Administrative Justice Act, which forms part of the Training Course, “The Promotion of the Administrative Justice Act”, as a guideline to compile a PAJA implementation plan.

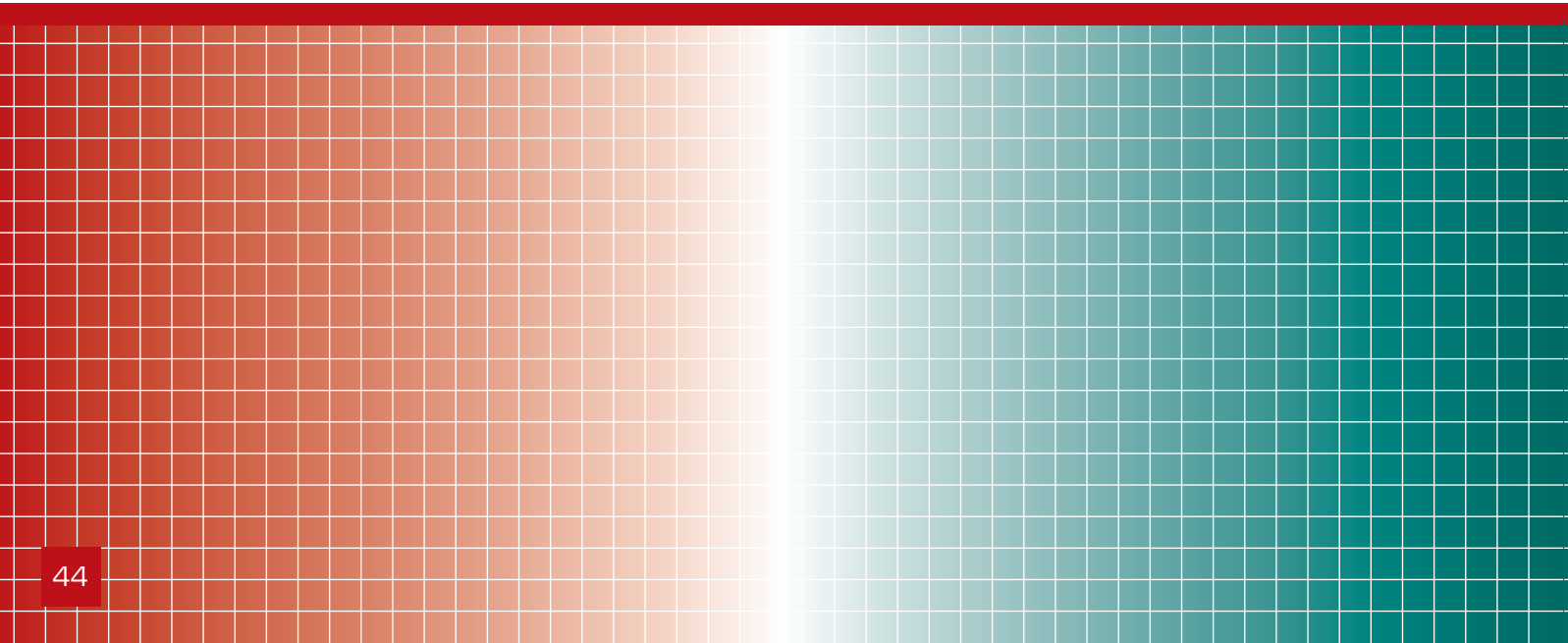
As with the previous Consolidated PSM&ES Reports it is again recommended that departments map the procedure of their decision-making processes in detail. These processes need to include the following requirements to ensure compliance to the requirements of PAJA:

- Provision of prior notice.
- Opportunities to make presentations.
- Giving reasons for decisions.
- Keeping proper records of decisions and reasons for decisions.

Unless PAJA compliance improves from its current poor levels, the effectiveness of public administration will be undermined. There must be confidence in the decision-making capability of the Public Service, as this key institution is also central to the promotion of growth and development. Investor confidence could be lost if the Public Service is perceived as being unfair and partisan.

---

<sup>12</sup> Republic of South Africa. Public Service Commission. *Compliance with the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000)*. Pretoria. December 2006.



# Chapter Six

## Public Participation in Policy-Making

## Summary of findings

Only six (37.5%) of the sixteen departments (three national and three provincial departments) assessed do have a policy/guideline/system on public participation in policy-making in place. In the absence of such a policy/system in departments the consultation process in policy-making takes place haphazardly. Further guidance with regard to a policy/guideline/system to departments is required.

### Constitutional value

The fifth Constitutional principle states that “people’s needs must be responded to and the public must be encouraged to participate in policy making”. It is a participative, consensus model of policy-making that also takes into cognisance the fact that public participation is more likely to produce solutions that are sustainable.

### Performance indicator

The performance indicator for measuring public participation is that departments must facilitate public participation in policy-making.

### Standards

In this principle departments are assessed on three standards namely:

1. A policy on public participation is formally stated.
2. A system for soliciting public inputs on key matters is in use and effectively implemented.
3. All policy inputs received from the public are acknowledged and formally considered.

### Overview of performance for the period 2000 to 2007

A comparison of departments’ average scores in compliance against these standards are summarised in Table 13 below. Only the total average score for the 2006/2007 research cycle is included for comparison due to changes emanating from the maturity of the PSM&ES.

Research Cycle	Standards			Total average score out of 5
	*1	*2	*3	
	1.00	2.00	2.00	
2000 - 2005	0.39	1.04	1.21	2.64
2005 / 06	0.25	1.00	0.50	1.75
2006 / 07				2.13

The comparison in **Table 13** above depicts a fluctuating trend.

The overall average performance of departments against the standards on the promotion of public participation in policy-making is 2.64 and 1.75 for the 2000-2005 and 2005/06 research cycles respectively, with a decline to 2.13 in 2006/2007 compared to 2000 - 2005. The trends depicted by the two total average scores highlight the need for improvement in all these standards set by the PSM&ES.

## Overview of performance for the 2006/2007 research cycle

In the 2006/2007 cycle departments were assessed based on the new standards which are part of the emerging system. The standards are as follows:

- A. A policy and guideline on public participation in policy-making is in place** (Score 1.00).
- B. System for participation**
  - 1. A system is in place, but not always used (Score 1.00).
  - 2. A system for generating inputs in more than half the cases is used (Score 1.00).
- C. Inputs are responded to and used**
  - 1. In at least half the cases contributions are acknowledged (Score 1.00).
  - 2. In at least half the cases contributions are acknowledged and considered (Score 1.00).

The maximum possible score for this principle is 5.

**Table 14** below reflects the performance of each department on the abovementioned standards followed by a more detailed discussion on the findings.

Department	Standard					Total out of 5
	*A	*B		*C		
		1	2	1	2	
National Department of Water Affairs and Forestry	1.00	-	2.00	1.00	1.00	5.00
National Department of Public Enterprises	0.00	-	2.00	1.00	1.00	4.00
Gauteng Department of Community Safety	1.00	-	2.00	-	1.00	4.00
Northern Cape Department of Sport, Arts and Culture	0.00	-	2.00	1.00	1.00	4.00
Western Cape Department of Local Government and Housing	0.00	-	2.00	1.00	1.00	4.00
National Department of Labour	1.00	1.00	-	0.00	0.00	2.00
Gauteng Department of Sports, Arts, Culture and Recreation	0.00	-	2.00	-	0.00	2.00
KwaZulu-Natal Department of Education	1.00	0.50	0.00	-	0.50	2.00
Limpopo Department of Agriculture	0.00	-	2.00	0.00	0.00	2.00
North West Department of Economic Development and Tourism	0.00	-	2.00	-	0.00	2.00
National Department of Safety and Security	1.00	-	-	-	-	1.00
Eastern Cape Department of Social Development	1.00	0.00	0.00	0.00	0.00	1.00
Mpumalanga Department of Safety and Security	0.00	1.00	0.00	0.00	0.00	1.00
Eastern Cape Department of Housing, Local Government & Traditional Affairs	0.00	0.00	0.00	0.00	0.00	0.00
Eastern Cape Department of Public Works	0.00	0.00	0.00	0.00	0.00	0.00
Free State Department of Local, Government and Housing	0.00	0.00	0.00	0.00	0.00	0.00

### Departments that Scored Higher than Three

Only five (31.25%) out of sixteen departments scored 3 and above on the performance standards of which four (80%) of the five scored 4, which is an indication that performance in most of the standards is good. The Department of Water Affairs and Forestry scored a full score of 5.00 indicative of excellent performance in all the standards. Two of the five departments were national and three were provincial departments.

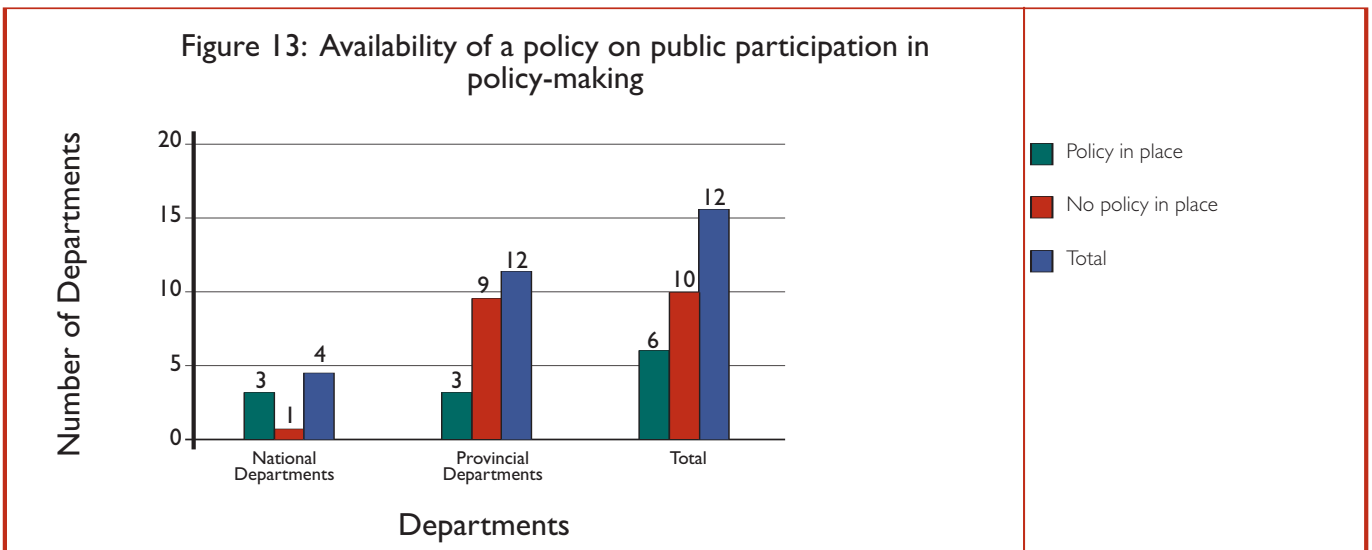
### Departments that Scored Lower than Three

An alarming eleven (68.75%) of the sixteen departments scored between zero, (indicative of none of the standards have been met), and 2.00 (which indicate that development is needed in most of the standards).

A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following:

### *A policy and guideline on public participation in policy-making is in place*

Only six (37.5%), three of the four national and three of the twelve provincial departments, assessed do have a policy/guideline on public participation in policy-making in place (**Figure 13** below).

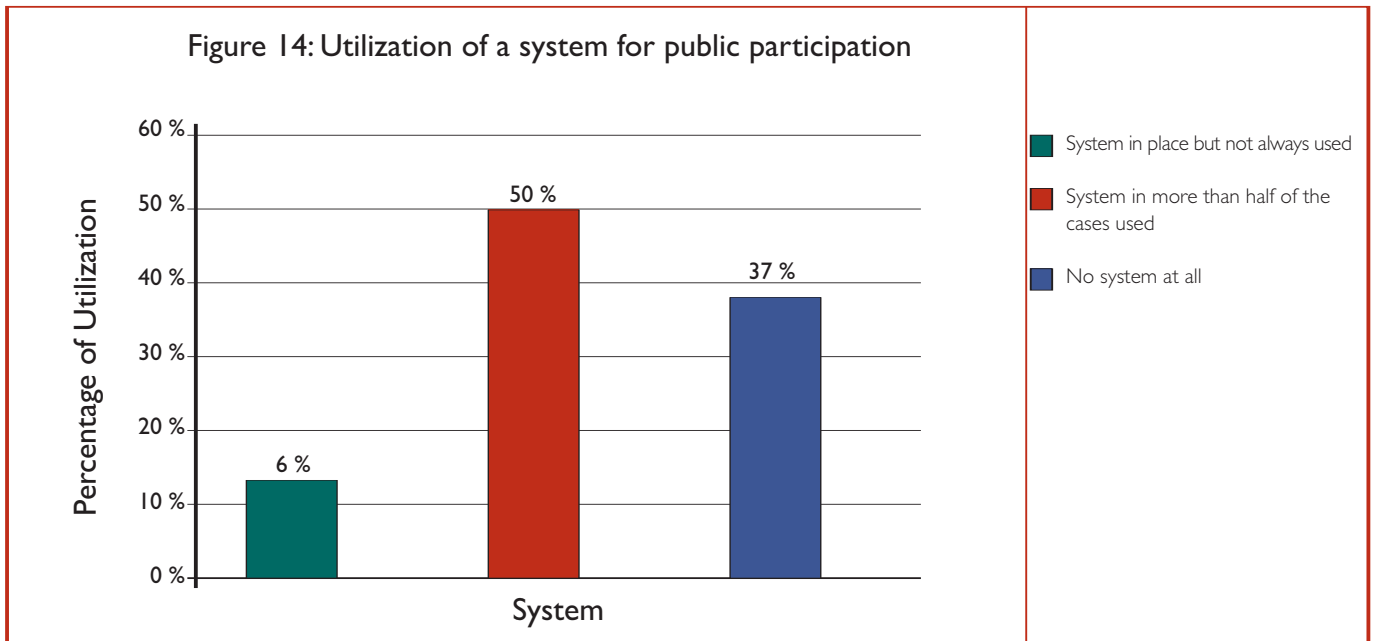


The policy of those departments that do have one clearly spells out what the purpose of the policy is, who it is aimed at, the areas inputs that are required from stakeholders and what the purpose of the inputs on each area is, for example, inputs are required from stakeholders on the implementation, coordination and monitoring of development services, with the aim to respond speedily, appropriately and flexibly to local needs. This would be achieved by stakeholders participating in the planning of developmental services.

In the absence of such a policy in departments the consultation process takes place in an uncoordinated manner, with the recording and follow-up to such consultations not taking place. This means that important information from the public is left out of the departments' policy formulation process.

### System for participation

The findings of the assessment for the 2006/07 research cycle on the utilisation of a system for public participation in obtaining inputs on policy issues have shown that only two (13%) of the departments (one national and one provincial department) do have a system in place but they do not always use it - **Figure 14** below.



Eight (50%) of the departments do have a system in place and utilises it in more than half of their policy-making processes for public participation purposes. The system utilised for public participation include for example:

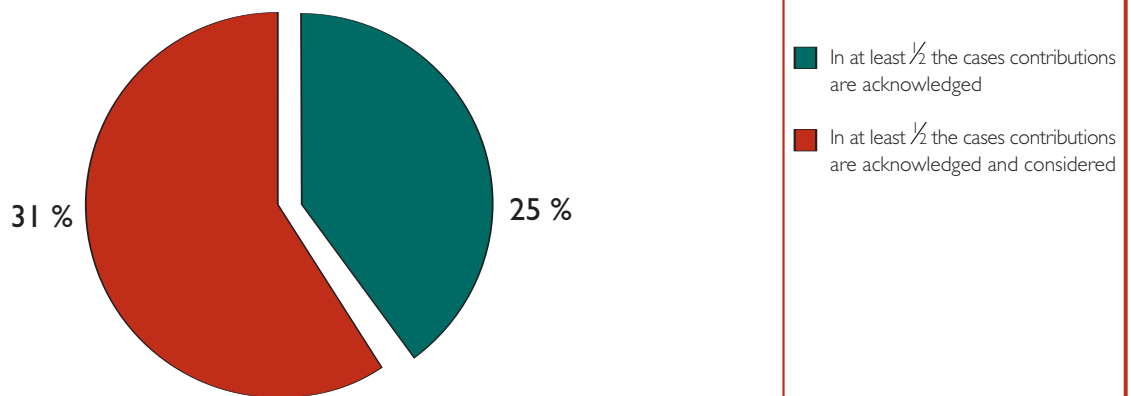
- Inter-departmental forums.
- Tasks teams to generate the required inputs from the public/stakeholders.
- Written requests are made to specific stakeholders and the public for comments or proposals.
- Publishing policy/paper for public comment.
- Izimbizo.
- Community meetings.
- Community Police Forums.
- Radio talk shows.

What is of concern though is that six (37%) of the departments assessed do not have any system at all in place for public participation in policy-making.

### *Inputs are responded to and used*

Only four (25%) of the departments acknowledged contributions in at least half of the cases, whilst five (31%) of the departments do acknowledge and consider contributions in at least half their cases (**Figure 15** below).

Figure 15: Acknowledgement of inputs



## Strategies for development

### *Policy and guidelines*

The development of a policy/guideline on public participation in policy-making is crucial as it will inter alia guide on the inclusion of public comments in policy formulation, which in turn will enrich and promote comments and participation.

In order for Departments to enhance their operations it is advisable to develop, approve and implement a policy/guideline on public/stakeholder participation in policy-making, addressing inter alia the following:

- What is to be achieved by such participation process?
- Whose inputs should be obtained? (What client segment/category, e.g. business/labour/other government, rural/urban, rich/poor?)
- On what? Is the policy/framework/project simply published for comment or are specific questions asked?
- How? What are the procedures to be followed? Should the input be obtained from the public/stakeholders directly or through representative bodies (other than legislatures) or special interest groups?
- The methods that should be considered, are:
  - Giving information. (I can't participate if I don't know what the issues are.)
  - Seeking information. (The views of the public/stakeholders can be researched.)
  - Sharing information. (There is some interaction between the members of the public/stakeholders and the policy maker.)

### *System for soliciting participation*

Departments would benefit by implementing a formal system for soliciting public participation in policy formulation. In this regard departments are referred to the Step-by-step Guide to Holding Citizens' Forums issued by the PSC<sup>13</sup>.

### *Inclusion of public comments*

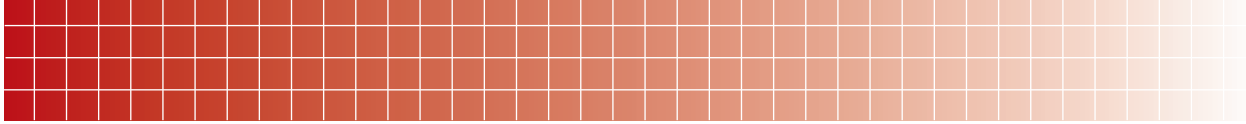
Departments should develop proper systems of recording the results of the participation process, acceptance of recommendations and advice on the outcome of inputs to participants in the consulting process.

<sup>13</sup> Republic of South Africa: Public Service Commission. *Step-By-Step to Holding Citizens' Forums*. Pretoria. September 2005.



# Chapter Seven

## Accountability



## Summary of findings

Although eleven (69%) of the sixteen departments assessed received an unqualified audit opinion they, however, did not receive a clean audit report as a number of internal control weaknesses were highlighted by the Auditor-General.

Only seven (44%) departments assessed do have a comprehensive and appropriate fraud prevention plan that is based on a thorough risk assessment in place leaving a department vulnerable and open to fraud. Most departments utilise transversal systems such as BAS, PERSAL and LOGIS to manage information. These are, however, not used optimally. Five (31%) of the departments assessed do not have any M&E system.

Departments must as a matter of urgency embark on a risk assessment exercise and put in place a risk management strategy that complies with the requirements set in section 38(1)(a)(i) of the Public Finance Management Act, 1999, supplemented by the relevant Treasury Regulations. Departments would benefit from introducing formal M&E systems for all departmental programmes, so as to monitor and evaluate performance, and thus improve accountability.

### Constitutional value

The sixth Constitutional principle states that “public administration must be accountable”.

This principle, together with that of transparency, as well as impartiality and fairness, collectively serve to entrench a culture of accountability in the Public Service. By ensuring accountability, citizens are able to exercise their democratic rights in keeping the institution of the Public Service honest and competent.

### Performance indicator

In measuring the levels of accountability, the PSM&ES focuses on whether departments exercise adequate internal control over all departmental financial transactions, and whether fraud prevention plans, based on thorough risk assessments, are in place and implemented. These elements are seen as pivotal for ensuring broader departmental accountability.

### Standards

In this principle departments are assessed according to five standards:

1. The Auditor-General's (A-G) assessments of financial controls conclude that they are adequate and effective.
2. A performance management (M&E) system on all departmental programmes is in operation.
3. Fraud prevention plans are based on a thorough risk assessment.
4. Fraud prevention plans are in place and are comprehensive and appropriate, and are implemented.
5. Key staff for ensuring implementation of fraud prevention plans, especially investigation of fraud, are in place and operational.

### Overview of performance for the period 2000 to 2006

**Table 15** indicates the historical overview of performance of departments for the period 2000 to 2007. Only the total average score for the 2006/2007 research cycle is included for comparison due to changes emanating from the maturity of the PSM&ES.





Research Cycle	Standards and Score				Total average out of 5
	* 1	* 2	* 3	* 4	
	2.00	1.00	1.00	1.00	
2000 - 2005	0.82	0.57	0.43	0.79	2.61
2005 / 06	1.00	0.00	0.35	0.35	1.70
2006 / 07					2.58

*The overall average*

The overall average performance of the departments against a total score of 5 for accountability was 2.61 for 2000 - 2005 and 1.70 for the 2005/2006 research cycles. The 2006/2007 research cycle showed an improvement on the 2005/2006 research cycle but a decline compared to the 2000 - 2005 research cycles. These scores indicate that departments must improve on their performance on accountability. This finding correlates with the report<sup>14</sup> of the A-G which indicated that most departments received a qualified audit report.

*Financial control*

The average performance of the department against the performance standards on financial controls assessed by the A-G is very low. Out of a total expected average score of 2, the performance of the departments was found to be just below 1, indicating that financial control is less than 50%.

*Performance management (M&E) system on all departmental*

The performance of departments with regard to this standard has been very low. The overall average for 2000 - 2005 was 0.57 and for 2005/06 research cycle it was 0. This raises a serious concern since M&E is necessary for ensuring that departments are complying with policy requirements. In the absence of proper M&E, management would not be aware of what needs to be addressed in departments, compounding the possibility of risk.

*Risk assessment*

This is a key factor to prevent problems from escalating, and may be considered mandatory management requirements. However, in practice it is not taken seriously. The overall assessment for the two research cycles was 0.78 (2000/2005 and 2005/2006). The breakdown for the cycles is 0.43 for the 2000 - 2005 and 0.35 for 2005/06 research cycles indicating that there is a challenge in risk management systems.

*Fraud prevention plans*

Fraud prevention is a critical aspect of financial management and accountability by departments. The overall performance of departments with regard to fraud prevention plans is 1.14. For the 2000 - 2005 the average is 0.79 and 0.35 for the 2005/05 research cycle.

<sup>14</sup> Republic of South Africa. Auditor-General. Report on Audit Outcomes for the Financial Year 2005-2006.



Overview of  
performance for the  
2006/2007  
research cycle

The revised assessment standards are as follows:

**A. Internal financial control**

1. The A-G concluded that the internal financial control measures are adequate in all respects with no areas flagged as needing attention (Score 1.00).
2. The A-G concluded that the internal financial control measures are mostly adequate with certain important areas flagged as needing attention (Score 0.50).

**B. Performance management**

A performance management (M&E) system on all departmental programmes is in operation (Score 1.00).

**C. Risk assessment**

1. All the Department's activities/applications have been addressed (Score 0.25).
2. The seriousness of each risk has been assessed (Score 0.25).
3. The risks have been prioritised (Score 0.25).
4. Internal control measures have been devised (Score 0.25).

**D. Fraud prevention plan**

1. A comprehensive and appropriate fraud prevention plan is in place (Score 0.50).
2. The fraud prevention plan is based on a thorough risk assessment (Score 0.50).

**E. Implementation of the fraud prevention plan**

1. All strategies of the fraud prevention plan have been implemented (Score 0.50).
2. At least 80% of the strategies of the fraud prevention plan have been implemented (Score 0.25).
3. Less than 80% of the strategies of the fraud prevention plan have been implemented (Score 0.00).

**AND**

4. Sufficient staff members to investigate cases of fraud are in place (Score 0.50).

The maximum possible score for A, B, C, D and E is 5.

**Table 16** below reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5.

Table 16: Departments' score per standard														Total out of 5
Department	Standard													
	*A		*B	*C				*D		*E				
	1	2		1	2	3	4	1	2	1	2	3	4	
<b>National</b> Department of Public Enterprises	1.00	-	1.00	0.25	0.25	0.25	0.25	0.50	0.50	0.50	-	-	0.00	<b>4.50</b>
<b>Western Cape</b> Department of Local Government and Housing	-	0.50	1.00	0.25	0.25	0.25	0.25	0.50	0.50	-	0.25	-	0.50	<b>4.25</b>
<b>Gauteng</b> Department of Community Safety	-	0.50	1.00	0.25	0.25	0.25	0.00	0.50	0.50	-	0.25	-	0.50	<b>4.00</b>
<b>Gauteng</b> Department of Sports, Arts, Culture and Recreation	-	0.50	1.00	0.25	0.25	0.25	0.00	0.50	0.50	-	-	0.00	0.50	<b>3.75</b>
<b>National</b> Department of Water Affairs and Forestry	-	0.00	1.00	0.25	0.25	0.25	0.25	0.50	0.50	0.50	-	-	0.00	<b>3.50</b>
<b>Limpopo</b> Department of Agriculture	-	-	1.00	0.00	0.25	0.25	0.25	0.50	0.50	-	0.25	-	0.50	<b>3.50</b>
<b>Mpumalanga</b> Department of Safety and Security	-	0.50	1.00	0.25	0.25	0.25	0.00	0.50	-	-	-	-	0.50	<b>3.25</b>
<b>Free State</b> Department of Local, Government and Housing	-	0.50	1.00	0.25	0.25	0.25	0.00	0.50	0.00	-	0.25	-	0.00	<b>3.00</b>
<b>Eastern Cape</b> Department of Housing, Local Government & Traditional Affairs	-	0.50	1.00	0.25	0.25	0.25	0.25	0.00	0.00	-	-	0.00	0.00	<b>2.50</b>
<b>North West</b> Department of Economic Development and Tourism	-	0.50	0.00	0.25	0.25	0.25	0.25	0.50	-	-	-	-	0.00	<b>2.00</b>
<b>National</b> Department of Labour	-	0.00	0.00	0.25	0.25	0.25	0.00	0.50	0.50	-	-	0.00	0.00	<b>1.75</b>
<b>Northern Cape</b> Department of Sport, Arts and Culture	-	0.50	1.00	0.25	0.00	0.00	0.00	0.00	0.00	-	-	0.00	0.00	<b>1.75</b>
<b>National</b> Secretariat for Safety and Security	1.00	-	0.00	0.00	0.00	0.00	0.00	0.00	0.00	-	-	0.00	0.00	<b>1.00</b>
<b>Eastern Cape</b> Department of Public Works	0.00	0.00	0.00	0.25	0.25	0.25	0.25	0.00	0.00	-	-	0.00	0.00	<b>1.00</b>
<b>KwaZulu-Natal</b> Department of Education	-	0.50	0.00	0.00	0.00	0.00	0.00	0.00	0.00	-	-	0.00	0.00	<b>0.50</b>
<b>Eastern Cape</b> Department of Social Development	-	0.50	0.00	0.00	0.00	0.00	0.00	0.00	0.00	-	-	0.00	0.00	<b>0.50</b>

### Departments that Scored Higher than Three

Eight (50%) out of sixteen departments scored 3 and above on the performance standards of which three (37.5%) of the eight scored four and higher indicative that performance in most of the standards are good. The rest (62.5%) scored between 3.00 and 3.75, indicative of several of the standards that are being adequate. The National Department of Public Enterprises scored the best (4.50) amongst these eight departments followed by the Free State Department of Local Government and Housing with a score of 3.00.

### Departments that Scored Lower than Three

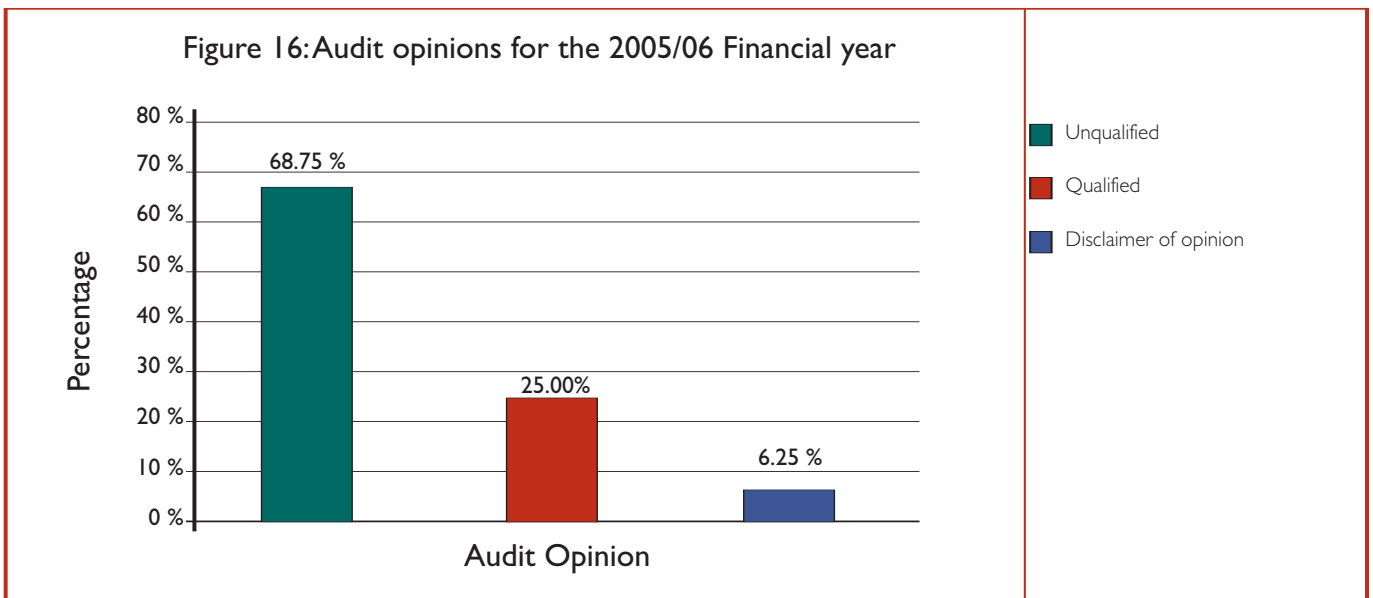
An alarming eight (50%) of the sixteen departments scored between 0.50) and 1.75 indicating that development is needed in all the standards.

A further analysis of departments compliance with the standards during the 2006/07 research cycle revealed the following:

### Internal Financial Control

The Audit opinions for the 2005/06 financial years for the departments included in the 2006/07 evaluation cycle were the following:

Four (25%) of the sixteen departments assessed during the 2006/07 financial year received qualified audit opinions (**Figure 16** below), namely, the Department of Labour; Department of Water Affairs and Forestry (for the past four years), the Eastern Cape Department of Public Works and the KwaZulu-Natal Department of Education.



Although most of the departments did receive an unqualified audit opinion they, however, did not receive a clean audit report as a number of internal control weaknesses were highlighted under the heading “Emphasis of Matter”. The matters emphasised were the following:

Department	Internal Control weaknesses
<b>National</b> Department of Labour	<ul style="list-style-type: none"> <li>• Travelling and subsistence expenditure: Reconciliation between PERSAL and BAS</li> <li>• Lack of a proper management framework for performing independent checks as well as reconciliations, journals and transactions.</li> <li>• No proper management monitoring framework resulting under-utilisation of subsidised vehicles, inadequate certification of payroll reports, not all-pay point certificates being returned on a monthly basis and irregular expenditure.</li> <li>• Inaccurate, inadequate and irregular performance information.</li> <li>• Supply chain management.</li> <li>• No appropriate policy and procedure framework to write off irrecoverable loans/staff debt.</li> <li>• Human Resource Plan.</li> <li>• No national database with reliable statistics of accidents and incidents of ill-health.</li> <li>• Under-utilisation of INDLELA Training Centre.</li> <li>• Management of the National Skills Fund (NSF).</li> <li>• No proper management framework to monitor the Manpower Development Authority of Bophutswana (MANDAB)</li> </ul>
<b>National</b> Department of Water Affairs and Forestry	<ul style="list-style-type: none"> <li>• Lack of a proper management monitoring framework.</li> <li>• Asset management.</li> <li>• Reconciliation between PERSAL and BAS.</li> </ul>
<b>Eastern Cape</b> Department of Housing, Local Government and Traditional Affairs	<ul style="list-style-type: none"> <li>• No management monitoring framework.</li> <li>• Debtor management and recovery.</li> <li>• Payments are made to appointed service providers without approved service level agreements in place.</li> <li>• Irrecoverable debt.</li> <li>• A vacancy rate of 43%.</li> <li>• Inaccurate performance reporting.</li> <li>• Non-functional internal audit unit.</li> <li>• Ex-post facto expenditure approvals.</li> <li>• Fixed asset management.</li> <li>• Lack of monitoring and independent checks by management resulted in financial statements not complying with the requirements of the preparation guide sent out by National Treasury.</li> </ul>
<b>Eastern Cape</b> Department of Public Works	<ul style="list-style-type: none"> <li>• Unauthorised expenditure.</li> <li>• Fruitless and wasteful expenditure.</li> <li>• Irregular expenditure.</li> <li>• Overspending on Poverty Alleviation Programmes.</li> <li>• Improper recovery of staff debts.</li> <li>• Lack of revenue collection strategy.</li> <li>• Bank overdraft.</li> <li>• Inexistence of performance information.</li> <li>• Lack of monitoring and independent checks by management resulted in financial statements not complying with the requirements of the preparation guide sent out by National Treasury.</li> </ul>
<b>Eastern Cape</b> Department of Social Development.	<ul style="list-style-type: none"> <li>• Audit report not signed within two months of receiving financial statements.</li> <li>• Lack of monitoring and independent checks by management resulted in financial statements not complying with the requirements of the preparation guide sent out by National Treasury.</li> <li>• No approved policies and procedures for payments of social security grants.</li> <li>• No proper management control framework to address the clearance and day-to-day management of suspense accounts.</li> <li>• Inadequate asset management and related monitoring and review processes and lack of a policy framework for the maintenance and review of asset and inventory registers.</li> <li>• Human resource files not always available and required information was not in the files in all instances.</li> <li>• No approved policy and procedure framework in place for the proper control over revenue and accounts receivable.</li> </ul>

	<ul style="list-style-type: none"> <li>• Significant backlogs of information that had not been captured on the Personnel and Salary System (PERSAL).</li> <li>• Approval of an overdraft was made to the MEC for finance, but was not granted.</li> <li>• Information to be included in the annual report could not be linked to the source documentation.</li> <li>• Not all internal audit reports were finalized on 31 March as required.</li> </ul>
<b>Free State</b> Department of Local Government and Housing	<ul style="list-style-type: none"> <li>• Asset management.</li> <li>• Debt recovery from debtors and staff.</li> <li>• No internal audit unit - reported on in the past four years.</li> <li>• Annual review of tariff list.</li> <li>• Non-compliance with the Free State Provincial Housing Act, 1999.</li> <li>• Payments were not always made within 30 days as required by the PFMA.</li> <li>• Insufficient control over supply chain management.</li> <li>• Lack of control over individual applications for and payments of subsidies.</li> </ul>
<b>Gauteng</b> Department of Community Safety	<ul style="list-style-type: none"> <li>• Monthly reconciliation of traffic accounts.</li> <li>• Recordkeeping in relation to all HR practices and processes.</li> <li>• Supply chain management processes.</li> </ul>
<b>Gauteng</b> Department of Sports, Arts, Culture and Recreation	<ul style="list-style-type: none"> <li>• Human resource management.</li> <li>• Fixed asset management.</li> <li>• Exception reports from the Basic Accounting System (BAS) is not reviewed and followed-up.</li> <li>• Certain suspense accounts were not cleared timely.</li> <li>• Capital expenditure is incorrectly classified.</li> <li>• Non-compliance with PFMA.</li> </ul>
<b>KwaZulu-Natal</b> Department of Education Limpopo Department of Agriculture	<ul style="list-style-type: none"> <li>• Irregular Expenditure.</li> <li>• Unauthorised Expenditure.</li> <li>• Fruitless expenditure.</li> <li>• Irregular expenditure.</li> <li>• Asset management.</li> </ul>
<b>Mpumalanga</b> Department of Safety and Security Northern Cape Department of Sports, Arts and Culture	<ul style="list-style-type: none"> <li>• Non-compliance with prescribed laws and regulations.</li> <li>• Absence of a performance agreement in respect of the Accounting Officer.</li> <li>• No approved policies for all its financial processes.</li> <li>• Lack of a human resource plan.</li> </ul>
<b>Northern Cape</b> Department of Sports, Arts and Culture	<ul style="list-style-type: none"> <li>• Compensation of employees.</li> <li>• Fixed asset management.</li> <li>• Non-compliance with laws and regulations - Treasury Regulations and the PFMA.</li> <li>• No approved policies for all its financial processes.</li> <li>• Lack of a human resource plan.</li> <li>• Compensation of employees.</li> <li>• Fixed asset management.</li> <li>• Non-compliance with laws and regulations - Treasury Regulations and the PFMA.</li> </ul>
<b>North West</b> Department of Economic Development & Tourism	<ul style="list-style-type: none"> <li>• Information on the Department's performance against pre-determined objectives was not submitted on time.</li> <li>• Unauthorised expenditure from the 2004/2005 financial year that has not been resolved after two years.</li> <li>• Irregular expenditure as a result of procedures not followed.</li> <li>• Lack of updating housing guarantees on PERSAL.</li> </ul>
<b>Western Cape</b> Department of Local Government and Housing	<ul style="list-style-type: none"> <li>• Inadequate measures to verify the completeness and accuracy of royalty income.</li> <li>• Documentation regarding subsidies that were not readily available.</li> <li>• Lack of adequate internal controls in respect of the awarding of contracts to companies owned by the same individuals.</li> <li>• Unreliable information on performance and BAS, invoices that are not paid within 30 days.</li> <li>• Inadequate asset management.</li> </ul>



### Performance management (M&E) system

All the Departments do utilise government's transversal systems, namely BAS, PERSAL and Logis, although not always to its full potential as been highlighted in the A-G's reports on several of the departments.

It was, however, found that five (31.5%) of the sample departments assessed during the 2006/07 research cycle do not have any M&E system in place apart from the government's transversal systems. This means that accountability mechanisms are not optimal.

### Risk assessment

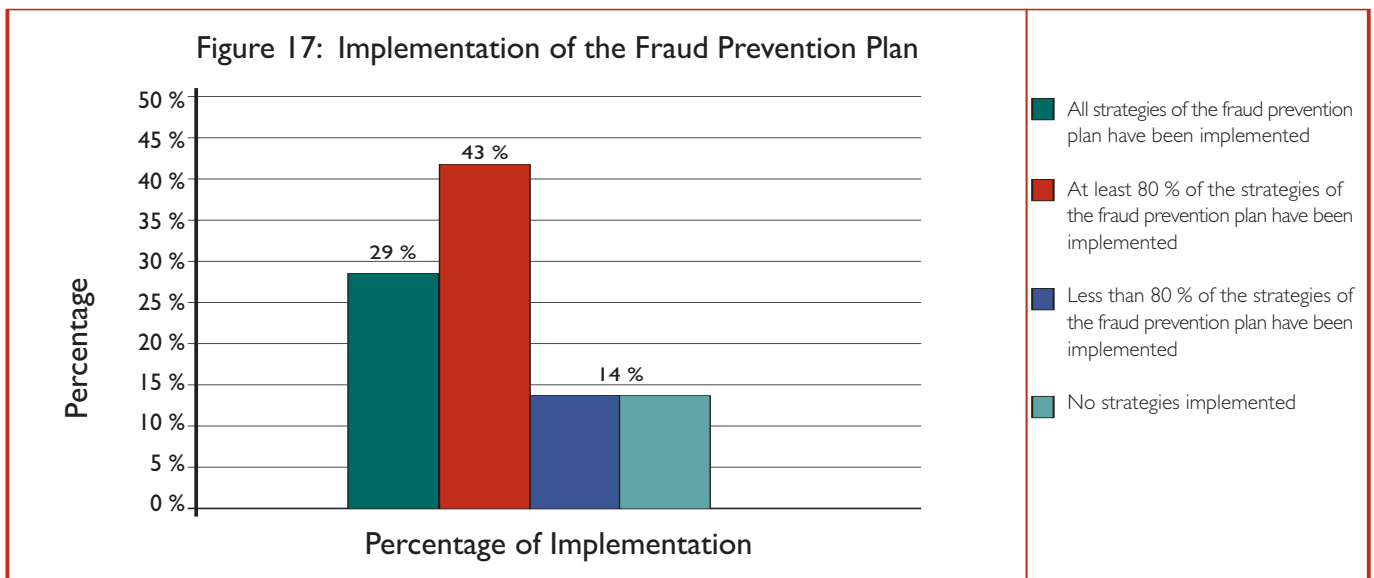
Twelve (75%) departments did risks assessments. These risk assessments address all the departments activities/applications, assess the seriousness of each risk, prioritise the risks, and devise internal control measures for each risk.

### Fraud prevention plan (FPP)

A risk assessment without a FPP to address these risks should they occur leaves a department vulnerable and open to fraud. Despite the importance of such a FPP only seven (44%) of the sixteen departments do have a comprehensive and appropriate FPP that is based on a thorough risk assessment. Three (19%) departments do have a FPP, but it is not based on a risk assessment, whilst six (37%) departments at the time of the assessment did not have any FPP in place.

### Implementation of the fraud prevention plan

What is of concern is that only two (29%) of the seven departments that have a FPP have implemented all the strategies of the FPP, whilst three (43%) implemented at least 80%, one (14%) implemented less than 80% of the strategies and one (14%) implemented no strategies at all - **Figure 17** below.



Five (71%) of the seven departments that have a FPP in place have sufficient staff members to investigate fraud should it occur. However, looking at the overall picture, these five departments are also the only departments of the sixteen that have been assessed, that have staff members to investigate fraud. Thus, an alarming 69% does not have any capacity to deal with fraud cases.

In order to improve accountability, several elements have to be addressed.

### *Internal financial control*

Departments should put in place proper management monitoring frameworks in order to intensify its internal control measures to prevent procedural flaws in internal financial control. This will assist in curbing unauthorised asset and personnel expenditure.

Concerted efforts should be made to improve internal control systems in the areas mentioned below in order to improve on the management of financial resources:

- Monitoring of activities and the financial processes that resulted in the preparation of the annual financial statements.
- Debtor management and recovery.
- The functionality of the central Audit Unit and Audit Committee.
- Ex-post facto expenditure approvals.
- Development, adoption and implementation of a policy on ownership of fixed property.
- Compliance of financial statements with National Treasury's requirements.
- Recordkeeping in relation to all HR practices and processes.
- Supply chain management processes.
- Fixed assets.
- Performance information.

### *Performance management (M&E) system*

Departments would benefit from introducing formal monitoring and evaluation systems on all departmental programmes, in order to effectively monitor and evaluate each programme's performance on a continuous basis.

Departments should establish monitoring and evaluation units whose main task would be to assist Departments to evaluate the performance of various programmes.

It is further recommended that Departments should put in place a guiding document that maps out its monitoring and evaluation system with particular references to the systems, tools and mechanisms that apply to each programme for the generating of accurate and reliable information.

### *Risk assessment*

Departments must as a matter of urgency embark on a risk assessment and put in place a risk management strategy that complies with the requirements set in section 38(1)(a)(i) of the Public Finance Management Act, 1999, supplemented by the relevant Treasury Regulations.



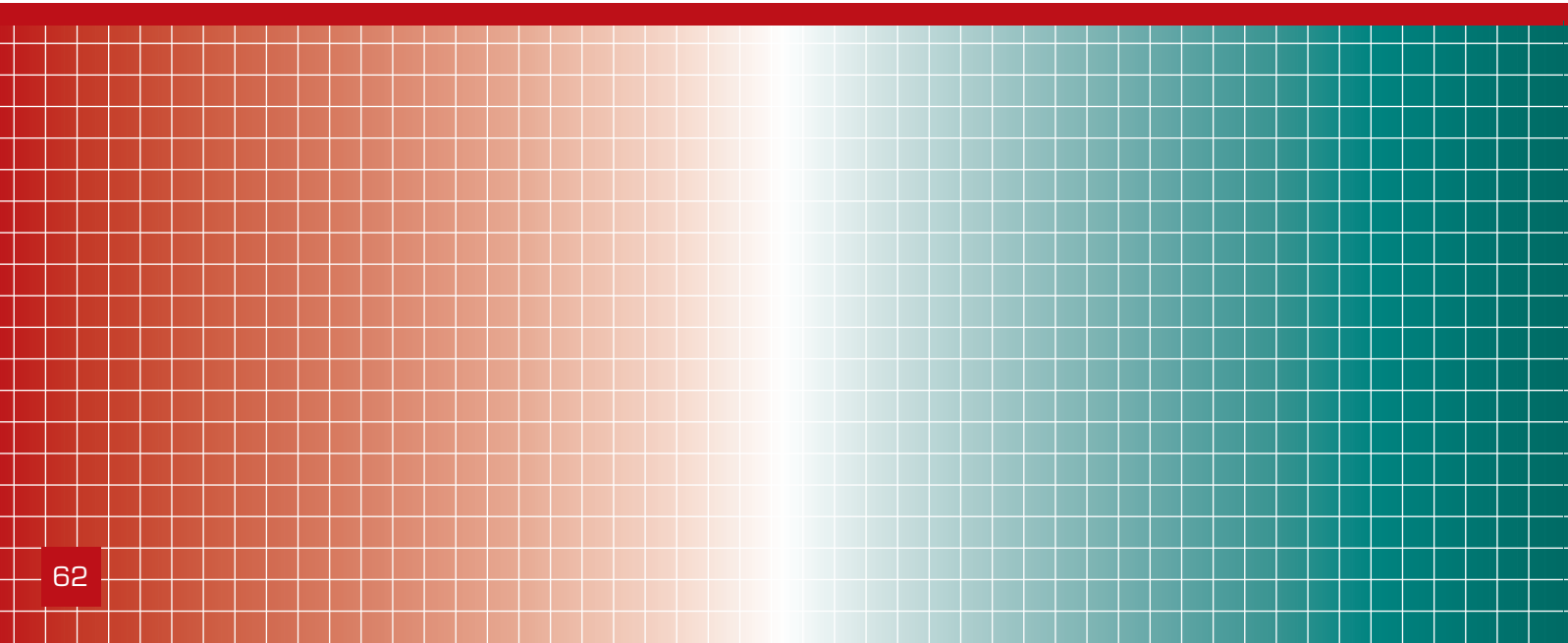
### *Fraud prevention plan*

Departments should as a matter of urgency and in light of the internal control weaknesses identified by the A-G's reports develop, adopt and implement FPPs that it is aligned with department specific needs identified during the risk assessment exercise.

### *Implementation of the fraud prevention plan*

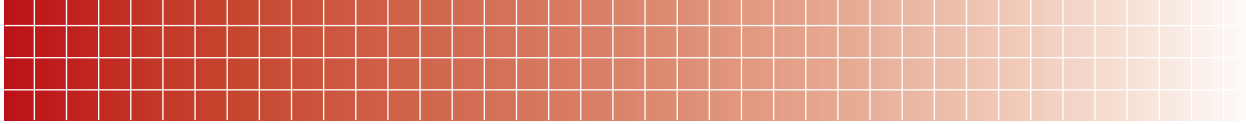
Departments need to ensure that their FPPs are implemented as envisaged.

Departments need to ensure that the Internal Audit Units are capacitated with adequate skilled forensic officials who will be able to investigate fraud cases should it occur.



# Chapter Eight

## Transparency



## Summary of findings

Although departments' annual reports have improved over the years there are still areas where departments do not provide detailed meaningful progress reports in achieving their priority outputs. Departments' compliance with PAIA remains broadly unsatisfactory. Annual reports should strive to become simpler and more accessible. Departments should ensure compliance with all the requirements of the Promotion of Access to Information Act, 2000 (Act No. 2 of 2000).

### Constitutional value

The seventh Constitutional principle states that "transparency must be fostered by providing the public with timely, accessible and accurate information

### Performance indicator

The performance indicator for this principle is whether the departmental annual report complies with National Treasury's guideline on annual reporting, and whether the Department complies with the provisions of the Promotion of Access to Information Act (PAIA).

### Standards

The following are the standards for assessing the annual report, as a measure for how departments comply with this principle.

#### A. Departmental Annual Report

1. Presentation - The report is attractively, clearly presented, and well written in simple accessible language (Score 0.50).
2. Content - The annual report covers in sufficient detail at least 90% of the areas prescribed by National Treasury and the Department of Public Service and Administration (Score 0.50).
3. Reporting - The annual report in at least two thirds of the programmes listed, clearly report on performance against predetermined outputs (Score 2.00).

#### B. Access to Information

1. Capacity to deal with requests for access to information - The department has at least one deputy information officer with duly delegated authority (Score 0.50).
2. Manual on access to information - A manual on functions of and index of records held by the department that complies with the requirements of the PAIA is in place (Score 0.50).
3. Systems for managing requests for access to information are in place (Score 0.50).

The maximum possible score for A and B is 5.

### Overview of performance for the period 2000 to 2006

The performance of departments against the standards on transparency is largely informed by the data from the Annual Report (AR). The AR is a critical accountability tool utilised by government departments in the Public Service. Only the total average score for the 2006/2007 research cycle is included for comparison due to changes emanating from the maturity of the PSM&ES.

The historic performance of departments against the standards is indicated in **Table 17** below.



**Table 17: Performance of Departments: Historical and Current Averages per standard**

Research Cycle	Standards			Total average score out of 5
	* 1	* 2	* 3	
	1.00	2.00	2.00	
2000 - 2005	0.46	1.73	1.00	3.20
2005 / 06	0.30	0.73	0.65	1.68
2006 / 07				2.48

The highest average score (3.20) on transparency occurred during the 2000/2005 research cycle with a sharp decline to 1.68 during the 2005/2006 research cycle. A slight improvement to 2.48 occurred during the 2006/2007 research compared to the 2005/2006 research cycle. It is, however, still lower than the total average of 3.20 registered for the 2000 - 2005 research cycle. This is an indication that departments do not fully comply with the NT's and DPSA's requirements for annual reporting, and with all of the requirements put in place to enhance transparency.

### Overview of performance for the 2006/2007 research cycle

**Table 18** below reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5.

**Table 18: Departments' score per standard**

Department	Standard						Total out of 5
	Annual Report			PAIA			
	*1	*2	*3	*1	*2	*3	
National Department Public Enterprises	0.50	0.50	2.00	0.50	0.00	1.00	4.50
Northern Cape Department of Sport, Arts and Culture	0.50	0.00	2.00	0.50	0.00	1.00	4.00
Western Cape Department of Local Government and Housing	0.50	0.50	2.00	0.00	0.00	1.00	4.00
National Department Water Affairs and Forestry	0.50	0.50	1.00	0.50	0.50	0.00	3.00
Eastern Cape Department of Housing, Local Government & Traditional Affairs	0.50	0.50	2.00	0.00	0.00	0.00	3.00
Limpopo Department of Agriculture	0.50	0.00	2.00	0.50	0.00	0.00	3.00
National Department of Labour	0.50	0.50	1.00	0.50	0.00	0.00	2.50
Eastern Cape Department of Public Works	0.50	0.00	2.00	0.00	0.00	0.00	2.50
Free State Department of Local, Government and Housing	0.50	0.50	0.00	0.00	0.50	1.00	2.50
National Secretariat for Safety and Security	0.25	0.00	2.00	0.00	0.00	0.00	2.25
Mpumalanga Department of Safety and Security	0.50	0.50	0.00	0.50	0.50	0.00	2.00
North West Department of Economic Development and Tourism	0.00	0.00	2.00	0.00	0.00	0.00	2.00
Gauteng Department of Community Safety	0.50	0.50	0.00	0.50	0.00	0.00	1.50
KwaZulu-Natal Department of Education	0.50	0.50	0.00	0.50	0.00	0.00	1.50
Gauteng Department of Sports, Arts, Culture and Recreation	0.50	0.50	0.00	0.00	0.00	0.00	1.00
Eastern Cape Department of Social Development	0.50	0.00	0.00	0.00	0.00	0.00	0.50

What emerges from **Table 18** above is that there are departments that obtained a score of more than 3 which is an indication of acceptable performance in terms of the standards. As alluded a score of above three is indicative of good performance in the standards and this correlates with the compliance to the constitutional principle.

*Departments that Scored Higher than Three*

Six (37.5%) out of sixteen departments scored 3 and above on the performance standards of which three (50%) of the eight scored four and higher, which is an indication that performance in most of the standards are good. The other three (50%) scored only 3.00, indicative of several of the standards being adequate. The best scorer amongst these six departments was the National Department of Public Enterprises (4.50) which indicates that performance in most of the standards is good. Four (33%) of the twelve provincial departments assessed scored higher than three and two (50%) are of the four national departments. The performance of these departments expressed in the form of scores, signals a positive development towards the promotion of transparency and providing the public with accessibility to accurate information.

*Departments that Scored below Three*

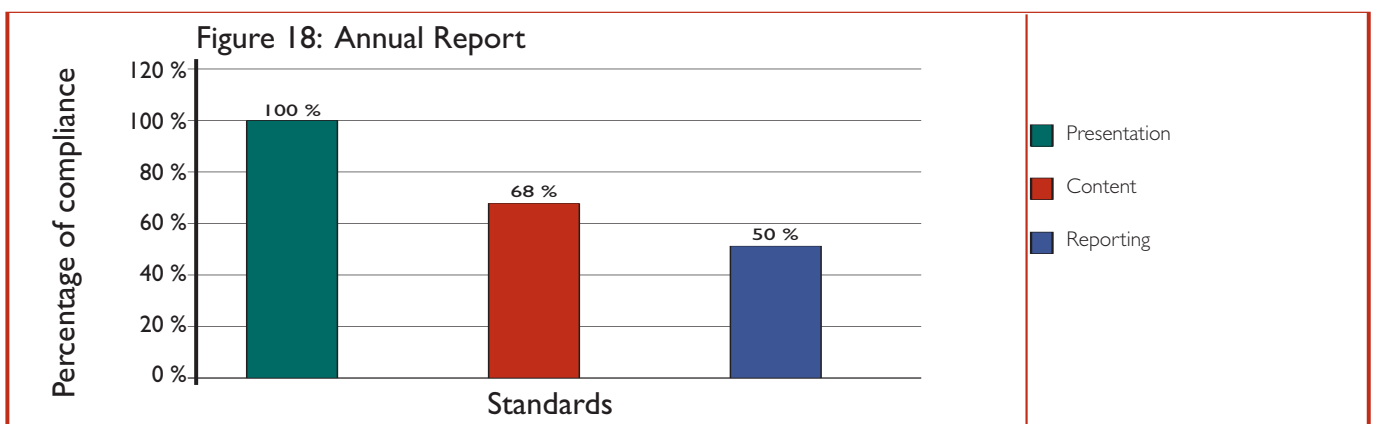
An alarming ten (62.5%) of the sixteen departments scored between 0.50 and 2.50 indicating that development is needed in most of the standards. Eight (50%) of these departments were in the provinces.

A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following with regard to the AR and the PAIA:

**Annual report**

*Presentation*

The overall appearance of departments' annual reports is assessed with regard to attractiveness, clarity and accessibility in the usage language. It was found that all the departments' annual reports (**Figure 18** below) conveyed the impression that the departments made concerted efforts to provide the public with detailed and comprehensive information on the services and functions of the departments. The presentation of information is straightforward, factual and understandable. The reports are attractively and clearly presented and simultaneously help to increase an awareness of the Department's work performance.





## Content

To score on this standard departments' annual report need to cover in sufficient detail at least 90% of the areas prescribed by National Treasury and the Department of Public Service and Administration. An analysis of departments' performance (Figure 18 above) in this regard showed that 68% of the departments were able to comply with this standard set by the PSC's Transversal M&E System. This is a significant improvement compared to the 2005/06 research cycle where only 40% of the departments' annual reports in sufficient detail covered the areas prescribed by National Treasury and the Department of Public Service and Administration.

**Table 19** below summarises the departments' annual reports' compliance with the areas prescribed by National Treasury and the Department of Public Service and Administration.

Department	% Compliance	Areas not covered in departments' annual report
<b>National</b> Department of Labour	92%	<ul style="list-style-type: none"> <li>• Overview of organisational environment.</li> <li>• Strategic overview and key policy developments.</li> <li>• Service delivery access strategy.</li> <li>• Complaints mechanism.</li> </ul>
<b>National</b> Department of Public Enterprises	99%	<ul style="list-style-type: none"> <li>• HIV/AIDS &amp; Health Promotion Programmes.</li> </ul>
<b>National</b> Secretariat for Safety and Security	55%	<ul style="list-style-type: none"> <li>• Information on the Ministry.</li> <li>• Reasons for any additions to main appropriation allocations.</li> <li>• Report on rollovers from previous years.</li> <li>• Departmental payments per programme.</li> <li>• Main services provided and standards.</li> <li>• Salaries, overtime, homeowners allowance and medical assistance by programme.</li> <li>• Salaries, overtime, home owners allowance and medical assistance by salary bands.</li> <li>• Job evaluation.</li> <li>• Employment equity.</li> <li>• Performance Rewards.</li> <li>• Foreign workers.</li> <li>• Leave utilisation for the period 1 January to 31 December.</li> <li>• HIV/AIDS &amp; Health Promotion Programmes.</li> <li>• Labour relations.</li> <li>• Utilisation of consultants.</li> </ul>
<b>National</b> Department of Water Affairs and Forestry	100%	None.
<b>Eastern Cape</b> Housing, Local Government & Traditional Affairs	65%	<ul style="list-style-type: none"> <li>• The Ministry.</li> <li>• Trading and/or public entities controlled by the Department.</li> <li>• Overview of service delivery.</li> <li>• Organisational environment.</li> <li>• Departmental receipts, transfer payments and conditional grants.</li> <li>• The human resources oversight report on service delivery</li> <li>• Foreign workers.</li> <li>• The utilisation of consultants.</li> </ul>

**Table 19: Departments' compliance with NT and DPSA Guideline on Annual Reporting**

Department	% Compliance	Areas not covered in departments' annual report
Eastern Cape Public Works	85%	<ul style="list-style-type: none"> <li>Legislative mandate</li> <li>List of all key services rendered to the public indicating:</li> <li>Report on rollovers from previous years.</li> <li>Description of any significant external developments that might have impacted on service delivery.</li> <li>Utilisation of Consultants.</li> </ul>
Eastern Cape Social Development	83%	<ul style="list-style-type: none"> <li>Key services rendered to the public.</li> <li>Reasons for any additions to main appropriation allocations.</li> <li>Report on rollovers from previous years.</li> <li>Deviations.</li> </ul>
Free State Local, Government and Housing	93%	<ul style="list-style-type: none"> <li>Report of the Internal Audit Committee.</li> <li>Leave utilisation for the period 1 January to 31 December.</li> </ul>
Gauteng Community Safety	100%	<ul style="list-style-type: none"> <li>None.</li> </ul>
Gauteng Sports, Arts, Culture and Recreation	99%	<ul style="list-style-type: none"> <li>Information on the Ministry.</li> </ul>
KwaZulu-Natal Education	90%	<ul style="list-style-type: none"> <li>Information on the Ministry.</li> <li>Key services rendered to the public.</li> <li>Utilisation of consultants.</li> </ul>
Limpopo Agriculture	48%	<ul style="list-style-type: none"> <li>Overview of service delivery environment.</li> <li>Reasons for exceeded performance.</li> <li>Measures taken to keep on target.</li> <li>Departmental payments per programme.</li> <li>Reporting on each and every programme and target specified in strategic plan.</li> <li>Deviations or no information is explained explicitly.</li> <li>Employment and vacancies.</li> <li>Job evaluation.</li> <li>Employment changes.</li> <li>Employment equity.</li> <li>Performance Rewards.</li> <li>Foreign workers.</li> <li>Leave utilisation for the period 1 January to 31 December.</li> <li>HIV/AIDS &amp; Health Promotion Programmes.</li> <li>Labour relations.</li> </ul>
Mpumalanga Safety and Security	91%	<ul style="list-style-type: none"> <li>Overview of service delivery environment.</li> <li>Strategic overview and key policy developments.</li> <li>Reporting on each programme and target specified in strategic plan.</li> </ul>
Northern Cape Sport, Arts and Culture	67%	<ul style="list-style-type: none"> <li>Trading and/or public entities controlled by the Department.</li> <li>Key services rendered to the public.</li> <li>Departmental receipts.</li> <li>Statement of changes in net asset/equity.</li> <li>Aspects pertaining to the Human Resource oversight report.</li> </ul>
North West Economic Development and Tourism	69%	<ul style="list-style-type: none"> <li>Submission of the annual report to the executive authority.</li> <li>Information on the Ministry.</li> <li>Overview of service delivery and organisational environment.</li> <li>Strategic overview on departmental receipts.</li> <li>Key policy developments.</li> <li>Key services delivered to the public.</li> </ul>
Western Cape Local Government and Housing	90%	<ul style="list-style-type: none"> <li>Information on the Ministry.</li> <li>Labour relations.</li> <li>Utilisation of consultants.</li> </ul>

## Reporting

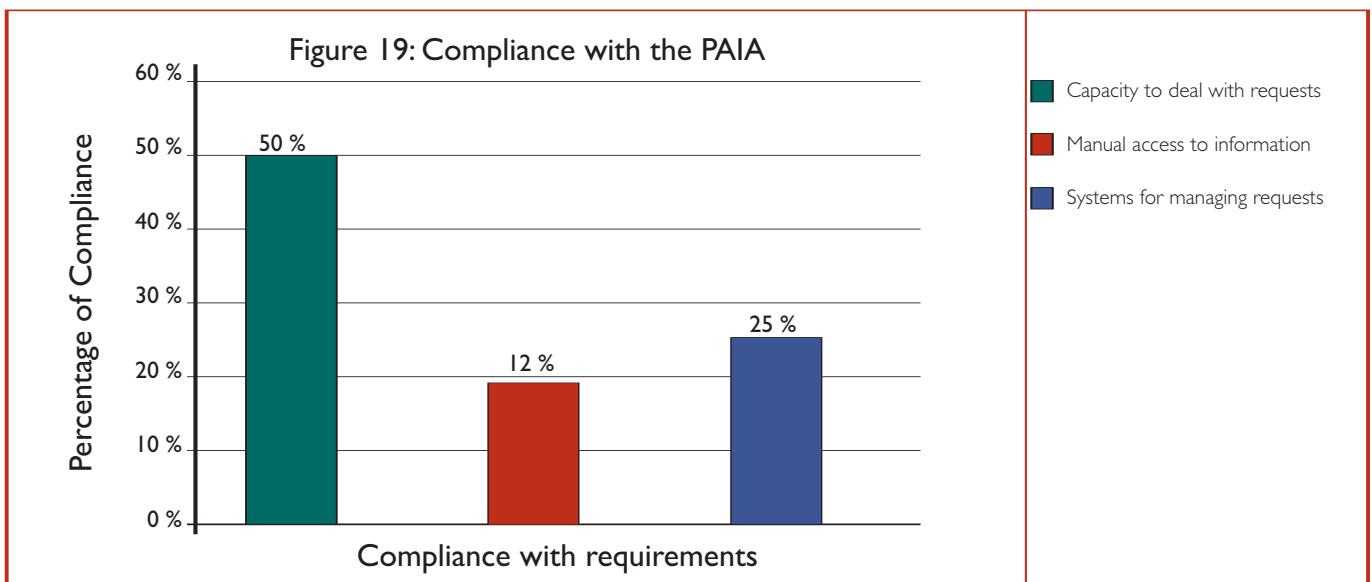
The annual report of eight (50%) of the sixteen sampled departments for the 2006/07 research cycle in at least two thirds of the programmes listed, clearly report on performance against predetermined outputs.

Although the other departments did report on performance per programme the performance could not be validated because of the following reasons:

- The service delivery indicators (SDIs) and targets were not always clearly linked with each other as they appear in the strategic plan, estimates of expenditure and the annual report for the year under review.
- Combined formulation of outputs and SDI's and the absence of set targets per output.
- Service delivery indicators were not always formulated in measurable terms (time, quantity and quality).
- The absence of service delivery indicators.
- The outputs were not formulated in clearly understandable terms.
- Absence of targets set per output.

## Promotion of Access to Information Act (PAIA)

Departments' compliance with the requirements of PAIA is summarised in **Figure 19** below. It is clear from the figures below that departments are far from complying with the requirements on PAIA.



### *Capacity to deal with requests for access to information*

Eight (50%) of the sixteen departments assessed have appointed at least one deputy information officer (DIO) with duly delegated authority to deal with requests for access to information. The task of the DIO has also been captured in the appointed official's job description and it forms part of the official's performance contract.

### *Manual on access to information*

Only three (19%) departments do have a manual on functions and an index of records held by the department that complies with the requirements of the PAIA. This poses a challenge in terms of compliance to the Act because thirteen (81%) of the departments did not comply. In most cases where departments do have a manual on access to information in place the following requirements of the PAIA are not complied with:

- It is published only in English instead of in at least three languages.
- It is not regularly updated.
- A description of the categories of records of the Department that are automatically available without a person having to request access in terms of the Act is not submitted to the Minister of Justice on an annual basis.
- The manual is not available at every place of legal deposit as defined in sec. 6 of the Legal Deposit Act, 1997<sup>15</sup>, SA Human Rights Commission, every (regional) office of the department; Government Gazette.
- The department's contact details including details of the information and the deputy information officer are not available in every telephone directory, notice boards and departmental website.
- The manual still refers to an Officer who is no longer working for the Department.
- The Manual is not explicit regarding the arrangements or provisions for a person to consult, make representations or otherwise, to participate in or influence the formulation of policy.
- The Manual is silent about remedies that a person can access in respect of an act or a failure to act by the Department.

### *Systems for managing requests for access to information*

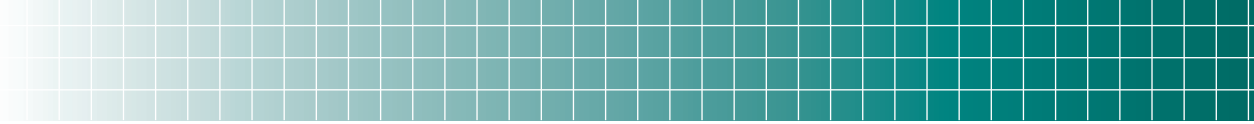
Only four (25%) do have a system in place for managing requests for access to information. This is a concerning oversight as it shows the lack of monitoring of an important area of promoting transparency.

The following are important measures that need to be implemented to improve the quality of the Annual Reports. It relates largely to the fact that there is partial compliance to the requirements of the National Treasury and the DPSA.

- Departments need to ensure that all areas as directed by National Treasury and the DPSA are covered in their ARs.
- Departments need to formulate and set targets, linked to measurable SDIs, for each output in order to assess actual performance and give an objective account of achievements in their ARs.

## Strategies for development

<sup>15</sup> Legal deposit in terms of the Legal Deposit Act is defined as City Library Services (Bloemfontein), the Library of Parliament (Cape Town), the National library (Pietermaritzburg), the South African Library (Cape Town), the State Library (Pretoria), the National Film, Video and Sound Archive for the purpose of certain categories of documents prescribed (Pretoria), or any other library or institution prescribed by the Minister for purposes of certain prescribed categories of documents.

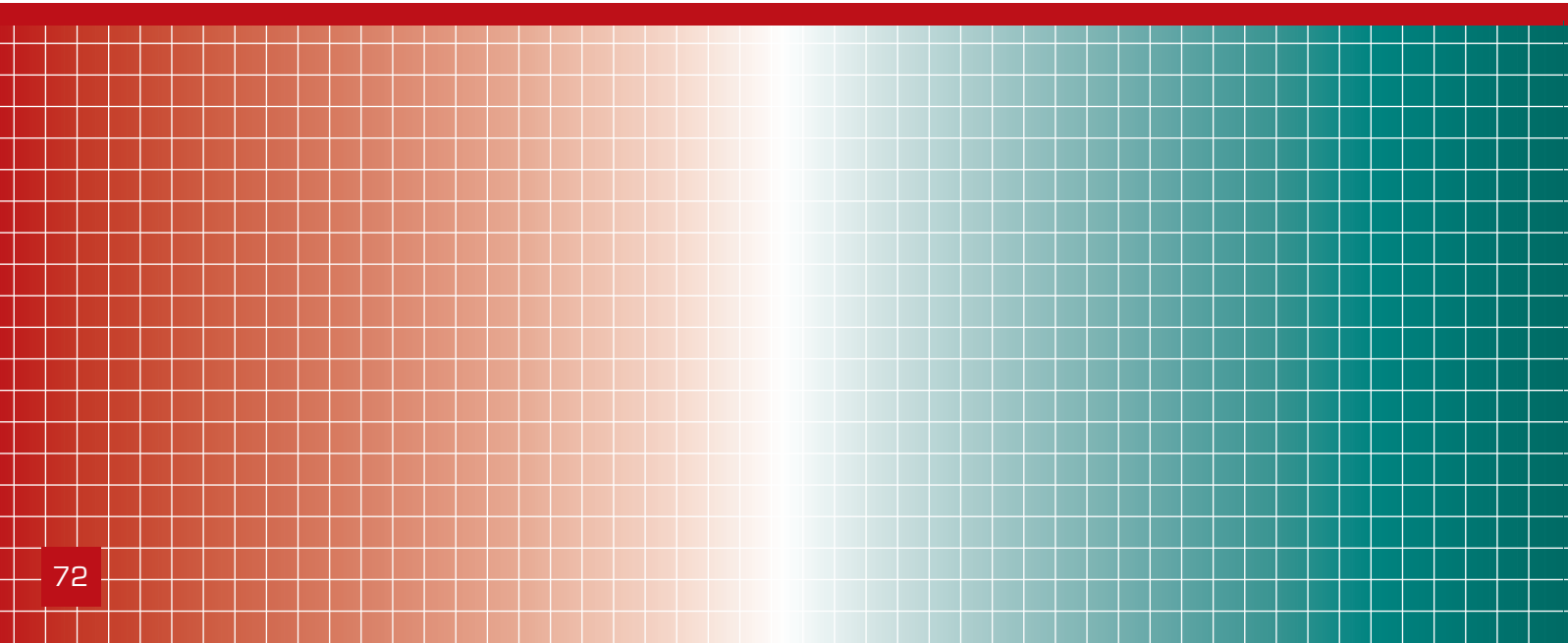
- 
- Departments' SDIs must be formulated in measurable terms (time, quantity and quality) to enhance accountability.
  - There must be a clear linkage between each output, SDI and target.

*Access to information*

Departments should ensure compliance with all the requirements of the Promotion of Access to Information Act, 2000 (Act No. 2 of 2000). This remains broadly unsatisfactory, as a PSC study has shown<sup>16</sup>.

---

<sup>16</sup> Republic of South Africa. Public Service Commission. Draft Report on the Implementation of the Promotion of Access to Information Act, 2000 (Act 2 of 2000) in the Public Service.



# Chapter Nine

## Good Human Resource Management and Career Development Practices

## Summary of findings

Ten (63%) departments have a recruitment policy in place that complies with good practice standards. The time taken to fill a vacancy exceeds the standard of 90 days, with most appointments taking 180 days on average. It would appear that departments do not take the development of the skills of their officials seriously. Although skills development plans are in place, these are not implemented properly. No assessment is done to determine the extent to which investment in skills development has improved the capacity of the department to improve its ability to enhance service delivery.

### Constitutional value

The eighth Constitutional principle states that “good human resource management and career development practices, to maximize human potential, must be cultivated”. Adherence to this principle is critical in that a competent Public Service corps is essential to supporting the policies of government.

### Performance indicator

In assessing how well departments perform against this principle, two indicators have been selected. These are whether vacant posts are filled in a timely manner and the implementation of the Skills Development Act.

### Standards

In this principle, departments are assessed on the following standards:

#### A. For the first indicator, the system assesses whether:

1. A recruitment policy complying with good practice standards and spelling out a detailed procedure is in place.
2. Vacant posts are filled within 90 days, including advertisement time.
3. Regular management reporting on recruitment is done.

#### B. For the second indicator, the research focuses on whether:

1. A skills development plan, based on a thorough skills needs analysis, is in place.
2. Activities planned for are implemented.
3. The results achieved through skills development are monitored and recorded.

### Overview of performance for the period 2000 to 2007

This overview shows the performance of departments on standards aimed at cultivating good human resource management and career development practices, to maximize human potential. **Table 20** indicates the historic performance of departments against each standard as well as the overall average scores.

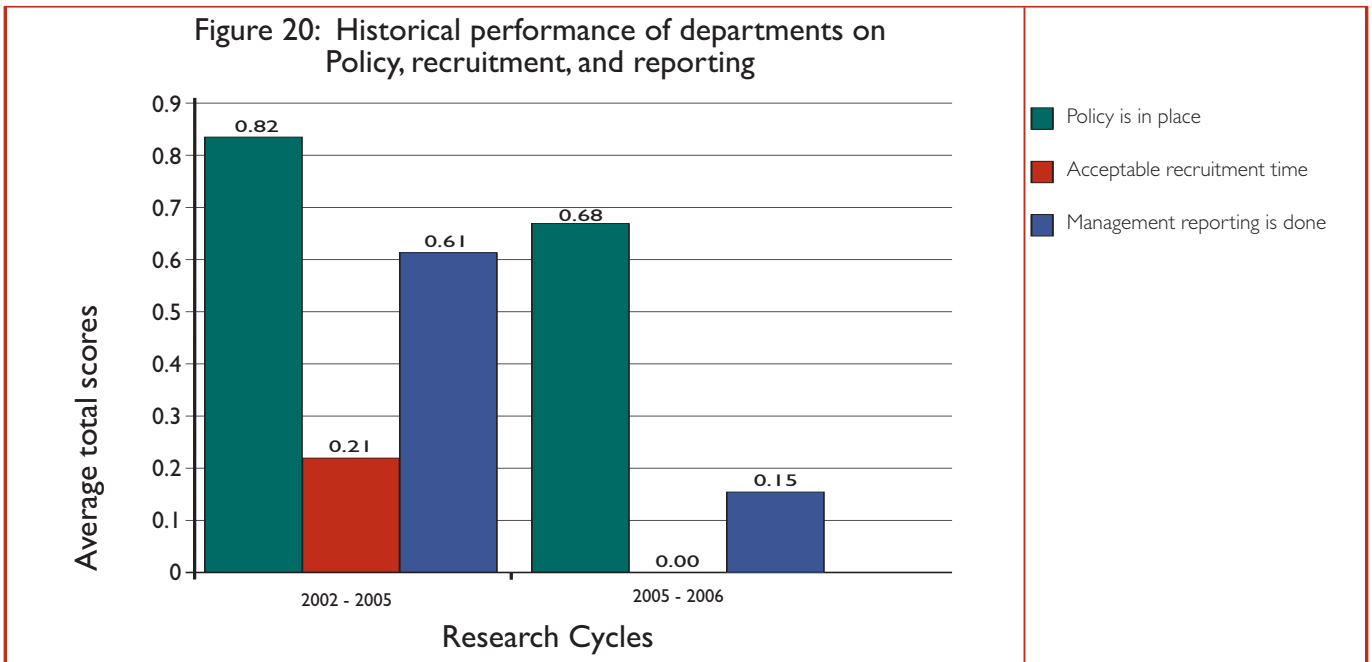
Research Cycle	Average Score per Standard			Skills Development		Total average score out of 5
	*1	*2	*3	*4	*5	
2000 - 2005	0.82	0.21	0.61	0.71	0.32	2.67
2005/2006	0.68	0.00	0.15	0.40	0.25	1.48
2006/2007						2.16



The average scores of departments in **Table 20** above reflect a fluctuating trend by departments with regard to the standards on recruitment and skills development. The average in 2000 - 2005 was higher (2.67) compared to that of the 2005/2006 (1.48) and 2006/2007 (2.16) research cycles. However, all the scores are still low compared to the maximum possible score of 5.

**Figure 20** below focuses on the historical performance on recruitment for the 2000 - 2005 and 2005/2006 research cycles.

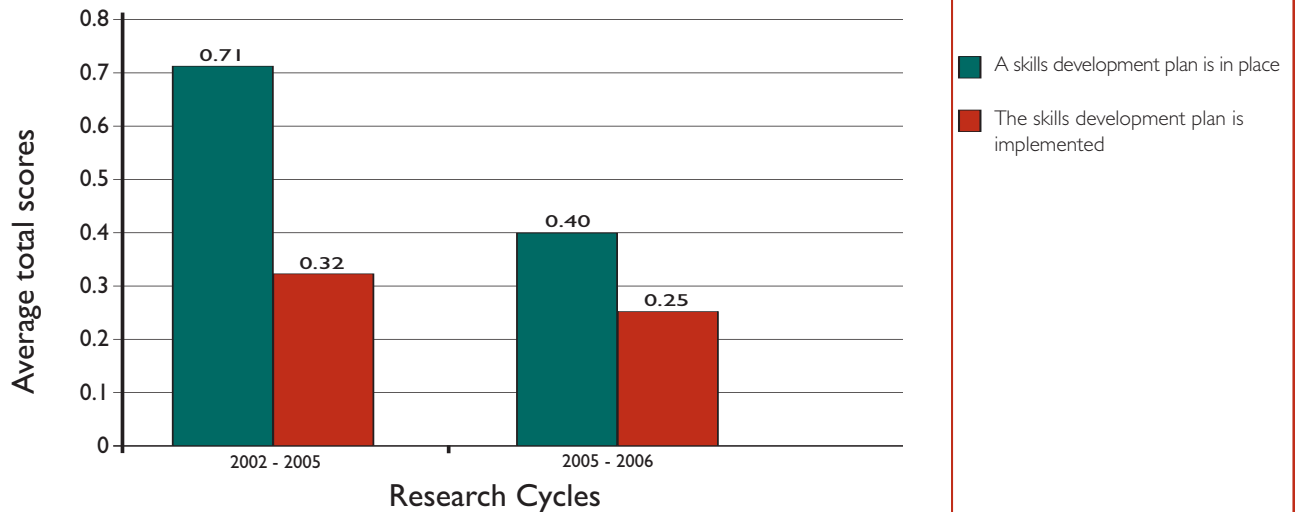
The scores of 0.82 and 0.68 indicate that departments did have policies on recruitment in place for the two research cycles. The recruitment time to fill a vacancy was, however, unacceptable with a low score of 0.21 and 0.00 respectively for the 2000 - 2005 and 2005/2006 research cycles.



Although management reporting on recruitment was relatively high (0.64) during 2000 - 2005, there was a sharp decline to 0.15 during 2005/2006. Only provincial departments were assessed during the latter research cycle.

**Figure 21** below focuses on the historical performance of departments on skills development.

Figure 21: Historical performance of departments on Skills Development



The averages scores for the two research cycles are relatively low which implies that in some department assessed:

- A skills development plan, based on a thorough skills needs analysis, is not in place.
- Skill development activities planned for are not implemented and their impact on service delivery is not assessed.

### Overview of performance for the 2006/2007 research cycle

In the 2006/2007 departments were assessed based on the new standards which are part of the emerging system. The standards are as follows:

#### A. Recruitment

1. A recruitment policy is in place that complies with good practice standards and spells out a detailed recruitment procedure (Score 1.00).
2. All vacant posts assessed are filled within 90 days - including advertisement time (Score 1.00).
3. 75% of vacant posts assessed are filled within 90 days - including advertisement time (Score 0.50).
4. 50% of vacant posts assessed are filled within 90 days - including advertisement time (Score 0.25).
5. Less than 50% of vacant posts assessed are filled within 90 days - including advertisement time (Score 0.00).
6. Regular management reporting on recruitment is done (Score 1.00).

#### B. Skills development

1. A skills development plan is in place (Score 0.50).
2. The skills development plan is based on a thorough skills needs analysis (Score 0.50).

3. Two thirds of planned skills development activities have been implemented (Score 0.50).
4. Two thirds of planned skills development activities' impact on service delivery has been assessed (Score 0.50).

The maximum possible score for A and B is 5.

**Table 21** below reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5.

Table 21: Department's score per standard											
Department	Standards										Total out of 5
	Recruitment						Skills Development				
	*1	*2	*3	*4	*5	*6	*1	*2	*3	*4	
<b>National</b> Department of Public Enterprises	1.00	-	-	-	0.00	1.00	0.50	0.50	0.50	0.50	<b>4.00</b>
<b>Western Cape:</b> Department of Local Government and Housing	1.00	-	-	-	0.00	1.00	0.50	0.00	0.50	0.50	<b>3.50</b>
<b>Gauteng:</b> Department of Community Safety	1.00	-	-	-	0.00	1.00	0.50	0.50	0.00	0.00	<b>3.00</b>
<b>Limpopo:</b> Department of Agriculture	1.00	-	-	-	0.00	1.00	0.50	0.00	0.50	0.00	<b>3.00</b>
<b>National</b> Department of Labour	1.00	-	-	-	0.00	1.00	0.50	0.00	0.00	0.00	<b>2.50</b>
<b>National</b> Department of Water Affairs and Forestry	1.00	-	-	-	0.00	0.00	0.50	0.50	0.50	0.00	<b>2.50</b>
<b>Eastern Cape:</b> Department of Social Development	0.00	1.00	-	-	-	1.00	0.00	0.00	0.50	0.00	<b>2.50</b>
<b>Northern Cape:</b> Department of Sport, Arts and Culture	0.00	-	-	-	0.00	1.00	0.50	0.50	0.50	0.00	<b>2.50</b>
<b>Eastern Cape:</b> Department of Public Works	1.00	-	-	-	0.00	0.00	0.50	0.50	0.00	0.00	<b>2.00</b>
<b>Gauteng:</b> Department of Sports, Arts, Culture and Recreation	1.00	-	-	-	0.00	0.00	0.50	0.50	0.00	0.00	<b>2.00</b>
<b>North West:</b> Department of Economic Development and Tourism	1.00	-	-	-	0.00	0.00	0.50	0.50	0.00	0.00	<b>2.00</b>
<b>National</b> Department of Safety and Security	1.00	-	-	-	0.00	0.00	0.00	0.00	0.50	0.00	<b>1.50</b>
<b>KwaZulu-Natal:</b> Department of Education	0.00	-	0.50	-	-	0.00	0.50	0.50	0.00	0.00	<b>1.50</b>
<b>Eastern Cape:</b> Department of Housing, Local Government & Traditional Affairs	0.00	-	-	-	0.00	1.00	0.00	0.00	0.00	0.00	<b>1.00</b>
<b>Mpumalanga:</b> Department of Safety and Security	0.00	-	-	-	0.00	1.00	0.00	0.00	0.00	0.00	<b>1.00</b>
<b>Free State:</b> Department of Local Government and Housing	0.00	-	-	-	0.00	0.00	0.00	0.00	0.00	0.00	<b>0.00</b>

### Departments that Scored Higher than Three

Four (25%) out of sixteen departments scored 3 and above on the performance standards of which three (75%) of the four scored between 3.00 and 3.50. This is an indication that performance in several of the standards is adequate. The National Department of Public Enterprises scored the highest (4.00) amongst these four departments which is indicative of performance that is good in most of the standards. Three (25%) of the twelve provincial departments assessed scored higher than three and one (25%) of the four national departments scored four.

### Departments that Scored Lower than Three

An alarming twelve (75%) of the sixteen departments scored between zero and 2.50 indicating that development is needed in most of the standards. Nine (56%) of these departments were in the provinces.

A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following with regard to recruitment and skills development:

#### Recruitment

##### Human Resource Recruitment Policy

In ten (63%) of the cases departments do have a recruitment policy in place that complies with good practice standards and with detailed recruitment procedures spelled out.

##### Recruitment time

A synopsis of the average time taken by departments to fill a vacancy appears in **Table 22** below:

Department	Average time taken to fill a vacancy from the date the post has been advertised to the date of appointment	Number of days by which standard of 90 days have been exceeded
National Department of Labour	175	85
National Department of Public Enterprises	129	39
National Department of Safety and Security	101	11
National Department of Water Affairs and Forestry	311	221
Eastern Cape: Department of Housing, Local Government & Traditional Affairs	249	159
Eastern Cape: Department of Public Works	949	859
Eastern Cape: Department of Social Development	66	0
Free State: Department of Local, Government and Housing	264	174
Gauteng: Department of Community Safety	120	30
Gauteng: Department of Sports, Arts, Culture and Recreation	No information submitted	
KwaZulu-Natal: Department of Education	274	184
Limpopo: Department of Agriculture	207	117
Mpumalanga: Department of Safety and Security	111	21
Northern Cape: Department of Sport, Arts and Culture	599	509
North West: Department of Economic Development and Tourism	232	142
Western Cape: Department of Local Government and Housing	240	150



The performance of departments in this regard is disappointing. Only one department was able to fill all its vacancies within 90 days and one department filled 75% of its vacancies within 90 days since the posts became vacant.

#### *Management reporting on recruitment*

Nine (56%) out of the sixteen departments assessed on a regular basis report to management on recruitment. However, no evidence on management decisions or plan of action on these reports could be established. This might partly be the reason why the recruitment process take so long as been indicated in **Table 22** above.

#### **Skills development**

##### *A skills development plan*

An encouraging eleven (69%) of the departments do have a skills development plan in place, of which a disappointing seven (44%) are based on a skills needs analysis.

##### *Implementation of the skills development plan*

Only four (25%) of the departments did implement their planned skills development plans, but without any assessment on the extent to which these activities have impacted on the departments ability to improve on service delivery.

This assessment emphasises governments concern about the lack of skilled officials in departments. However, departments are to be blamed for this situation, because they do not take the development of their officials for the enhancement and improvement of their skills seriously.

#### **Recruitment**

##### *Human Resource Recruitment Policy*

Departments should develop its own departmental specific policy on Recruitment and Selection. The Public Service Commission's Toolkit on Recruitment and Selection<sup>17</sup> can be utilised as a guide in this regard.

##### *Recruitment time*

Prolonged delays in the filling of posts are not acceptable. It is proposed that departments put strategies in place through which the filling of vacancies is prioritised to ensure that vacancies are filled within the time frame of 90 days. Delegations to perform functions in the recruitment and selection process should also be devised and implemented in order to prevent unnecessary delays in the filling of posts.

When a letter of resignation or departure is receive from an official or employee the recruitment and selection process should be initiated so that the appointment of the prospective replacement is expedited and delays are minimised.

## **Strategies for development**

---

<sup>17</sup> Republic of South Africa. Public Service Commission. Toolkit on Recruitment and Selection.



### *Management reporting on recruitment*

Departments should include regular management reporting on recruitment as a requirement into their departmental policy on recruitment, selection and appointment. These reports should at least include the following information:

- Post designation.
- Date when post became vacant.
- Date when post was advertised.
- Closing date for applications.
- Date of interviews.
- Date of decision on appointment.
- Appointment date.
- Management comments.

### **Skills development**

#### *Skills development plan*

Departments should revisit their skills development plans to make provision for at least the following:

- A list of the essential skills required to execute the activities of the Department per post on the establishment.
- A list of the skills already possessed by staff, per post.
- A list of the measures to acquire the skills to close the skills gap, including training and development plans.
- A description of the training and development plans for previously disadvantage groups.
- A prioritisation of the skills needed and a budget to execute the plan.

#### *Performance against the Skills Development Plan*

Departments need to put in place:

- A strategy of prioritising skills development activities to ensure that the activities that have been planned are implemented and that the impact of the training on the enhancement of service delivery gets assessed.
- Appropriate mechanisms and measures to enhance and ensure greater attendance of skills development training courses by employees of the Departments should be put in place.
- Appropriate mechanisms and measures to ensure that managers do follow-ups in ensuring that their subordinates attend the identified skills development skills training courses.

# Chapter Ten

## Representivity

## Summary of findings

Only six (38%) of the departments assessed have an Employment Equity Policy (EEP) that complies with the Employment Equity Act. Management reporting on Employment Equity is also unsatisfactory. An alarming five departments (two national and three provincial) did not meet any of the national or their own Employment Equity Targets. This poor performance can be attributed to the absence of an EEP and the non-reporting to management on employment equity. The majority (nine or 56%), all of them provincial departments, did not have or implemented any diversity management measures, leaving new appointees from designated groups without the support they require to perform effectively.

### Constitutional value

The ninth constitutional principle states that “public administration must be broadly representative of the SA 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”. This principle becomes critical to the South African context to ensure that the Public Service reflects the demography of the country and the richness of its diversity.

### Performance indicator

The PSC focuses on the representivity component of this principle and assesses whether employment practices in departments contribute to be representative of the South African people and diversity management measures are implemented.

### Standards

In this principle, departments are assessed on the following on whether:

1. An employment equity plan has been formally adopted (Score 1.00).
2. Implementation of the plan is reported upon (Score 1.00).
3. All representivity targets have been met (Score 2.00).
4. In 61% to 80% of the cases the representivity targets have been met (Score 1.00).
5. In 10 to 60% of the cases the representivity targets have been met (Score 0.50).
6. Comprehensive diversity measures are implemented (Score 1.00).
7. Some diversity measures are implemented (Score 0.50).

The maximum possible score for this principle is 5.

### Overview of performance for the period 2000 to 2007

**Table 23** below indicates the average performance of departments assessed in the three research cycles. The performance was measured against the seven standards aimed at promoting representivity in the Public Service as indicated above.

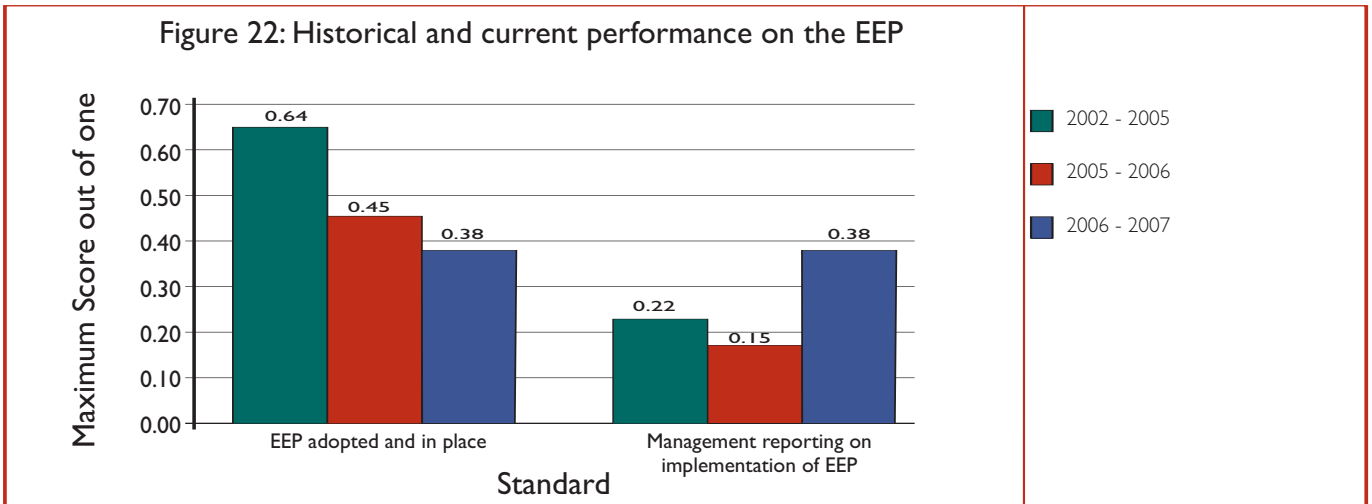
Research Cycle	Standards							Average Total out of 5
	EEP		Representivity targets			Diversity management		
	*1	*2	*3	*4	*5	*6	*7	
2000 - 2005	0.64	0.22	0.14	0.14	0.14	0.22	0.25	1.75
2005/2006	0.45	0.15	0.20	0.00	0.00	0.00	0.15	0.95
2006/2007	0.38	0.38	0.25	0.31	0.13	0.06	0.19	1.70



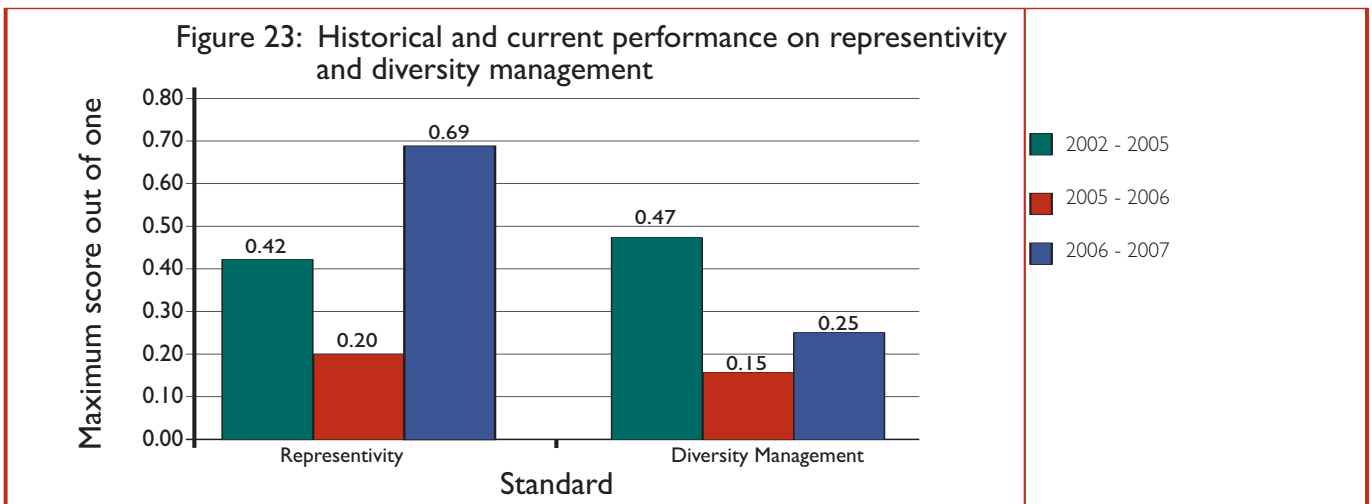
The relatively low trend in scores observed continues to emerge in the averages in **Table 23** above.

The average scores of the performance of departments on representivity is 1.75 for 2000 - 2005, 0.95 for 2005/2006 and 1.69 for the 2006/2007 research cycles. These overall averages scores in each of the seven standards have never reached 1 and this implies that most departments assessed do not comply with any of the standards. This is a concern and points to representivity not being fully realised in these departments.

The average scores for the existence of an Employment Equity Plan (EEP) is less than 1, which indicates the need for improvement. According to the averages reflected in **Figure 22**, reporting to management on the implementation of the EEP is very low.



The average performance of departments assessed in relation to equity targets varies between 0.20 for the 2005/06 research cycle and 0.69 for the 2006/07 research cycle - see **Figure 23** below. The meeting of targets is low and there it is also zero for 2005/06. The implementation of diversity measures is almost non-existence with an average score of 0.15 in the research cycle 2005/06 compared to 0.47 for the 2002 to 2005 research cycles. Although a slight improvement in the average score (0.25) occurred in the 2006/07 research cycle, it is still low compared to 2002 to 2005. Clearly, the overall average performance of the departments in these two standards falls short of the targets expected.



## Overview of performance for the 2006/2007 research cycle

Table 24 below reflects the detailed performance of 16 departments assessed during the 2006/07 research cycle. Departments are ranked in order of their performance out of a total score of 5.

Department	Standards							Total out of 5
	*1	*2	*3	*4	*5	*6	*7	
<b>National</b> Department of Labour	0.00	1.00	2.00	-	-	-	0.50	3.50
<b>National</b> Department of Public Enterprises	1.00	1.00	-	-	0.50	-	0.50	3.00
<b>Limpopo:</b> Department of Agriculture	1.00	1.00	-	-	0.50	-	0.50	3.00
<b>Western Cape:</b> Department of Local Government and Housing	0.00	1.00	-	1.00	-	1.00	-	3.00
<b>Eastern Cape:</b> Department of Social Development	0.00	1.00	-	1.00	-	-	-	2.00
<b>Free State:</b> Department of Local Government and Housing	0.00	0.00	2.00	-	-	-	-	2.00
<b>Gauteng:</b> Department of Community Safety	0.00	1.00	-	-	0.50	-	0.50	2.00
<b>KwaZulu-Natal:</b> Department of Education	1.00	0.00	-	1.00	-	-	-	2.00
<b>North West:</b> Department of Economic Development and Tourism	1.00	0.00	-	1.00	-	0.00	0.00	2.00
<b>National</b> Department of Water Affairs and Forestry	1.00	0.00	0.00	0.00	0.00	-	0.50	1.50
<b>National</b> Department of Safety and Security	0.00	0.00	-	-	0.50	-	0.50	1.00
<b>Eastern Cape:</b> Department of Public Works	1.00	0.00	-	-	0.00	-	-	1.00
<b>Mpumalanga:</b> Department of Safety and Security	0.00	0.00	-	1.00	-	-	-	1.00
<b>Eastern Cape:</b> Department of Housing, Local Government & Traditional Affairs	0.00	0.00	0.00	0.00	0.00	-	-	0.00
<b>Gauteng:</b> Department of Sports, Arts, Culture and Recreation	0.00	0.00	-	-	0.00	0.00	0.00	0.00
<b>Northern Cape:</b> Department of Sport, Arts and Culture	0.00	0.00	-	-	-	-	-	0.00

### Departments that Scored Higher than Three

Four (25%) out of sixteen departments scored 3 and above on the performance standards of which only one (6.25%) scored 3.5. The other three departments, one national and two provincial, scored 3.00. This is an indication that performance in several of the standards is adequate; a positive development in the promotion of representivity in the Public Service.

### Departments that Scored Lower than Three

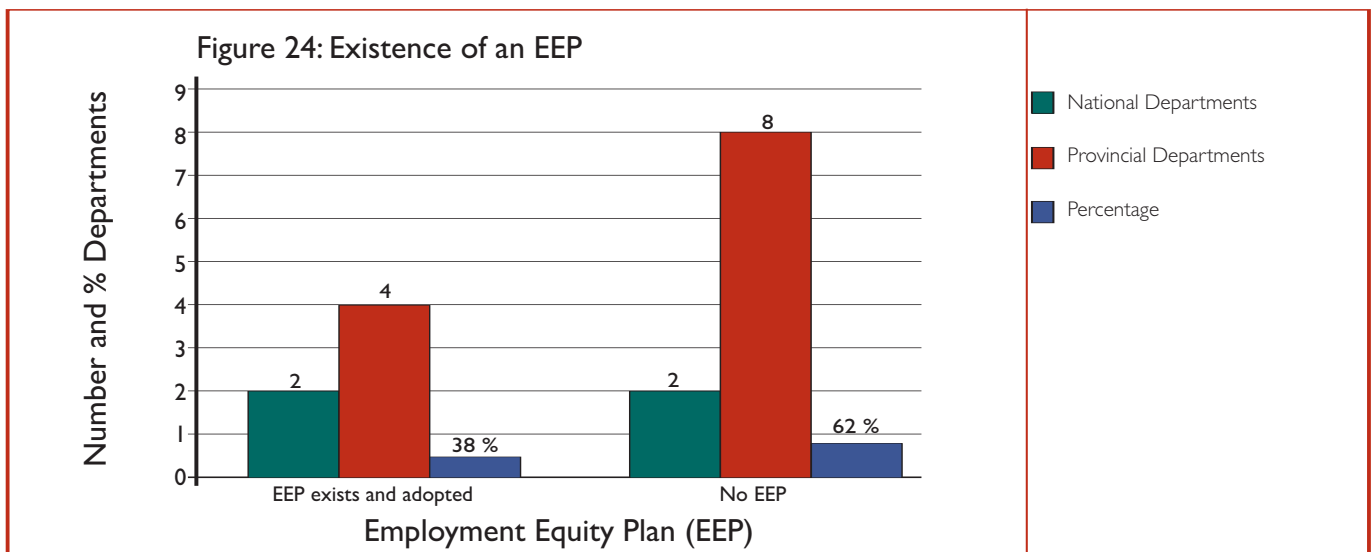
An alarming twelve (75%) of the sixteen departments scored between zero (three or 18.75%), none of the standards have been met and 2.00 (five or 31.25%) indicative of development that is needed in most of the standards. Four (25%) departments scored between 1.00 and 1.50. This highlights a challenge on issues of representivity in the Public service: an indication that development is needed in all the standards. Most (ten or 62.75%) of these departments were in the provinces.

A further analysis of departments' compliance with the standards during the 2006/07 research cycle revealed the following with regard to the availability of an employment equity plan (EEP), the implementation of the EEP, meeting of employment equity targets and diversity management:

### Existence of an Employment Equity Policy and Plan

It is important for any department to have a policy (strategy) in place to ensure that employment equity targets are set, implemented and constantly reviewed to ensure that the targets set are indeed met. This plan needs to comply with the requirements of section 20 of the Employment Equity Act, 1998, Act No. 55 of 1998 (EEA).

A disappointing six (38%), Figure 24 below, of the 16 departments (two national and four provincial departments) assessed during the 2006/07 research cycle do have an EEP that complies with the EEA.

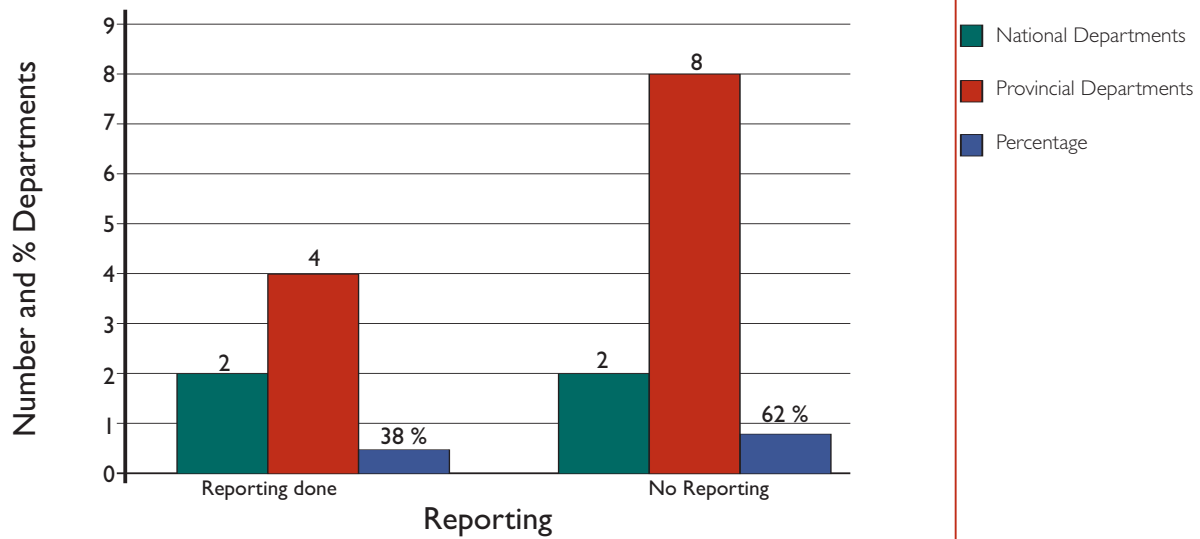


### Management reporting on employment equity

Management reporting on employment equity needs to be done on a regular basis in order for management to assess progress/performance and review targets if and when necessary.

The assessment done revealed that departments do not take this aspect seriously since it was found that only 38% (Figure 25 below) of the 16 departments (two national and four provincial departments) assessed during the 2006/07 research cycle on a regular do report to management on employment equity progress.

Figure 25: Management reporting on employment equity



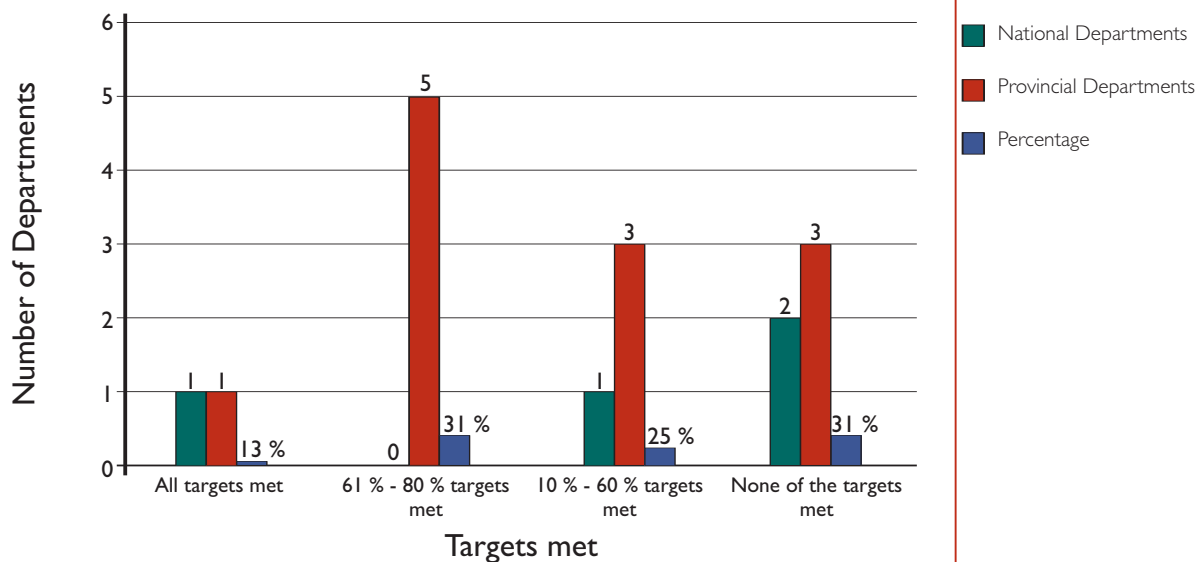
*Numeric targets*

Departments' performance in this instance is assessed against their own employment equity targets and those set at national level, namely:

- 75% Black at senior management level at the end of April 2005.
- At least 30% at middle and senior management level should be women by the year 2000.
- People with disability should be 2% by 2005.

Figure 26 below summarises the findings in this regard.

Figure 26: Employment Equity Targets Met



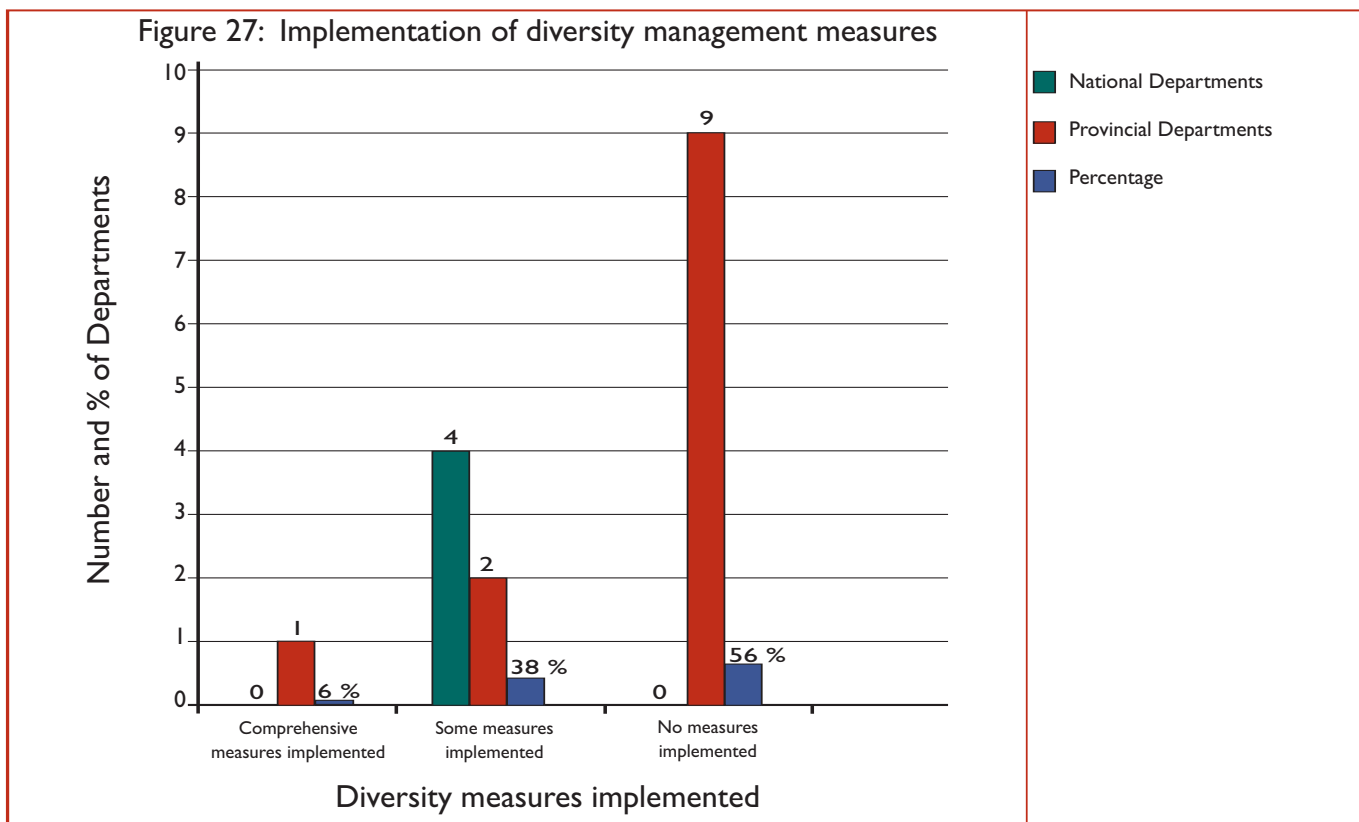
Only two (13%) of the sixteen departments (one national and one provincial) were able to meet all the targets, whilst five or 31% (all provincial departments) were able to meet between 61% to 80% of the targets, and four or 25% (one national and three provincial departments) have met 10% to 60% of the targets. An alarming five (31%) of the departments (two national and three provincial) did not meet any of the targets. This poor performance can be attributed to the absence of an EEP and the non-reporting to management on employment equity.

*Diversity management measures are implemented*

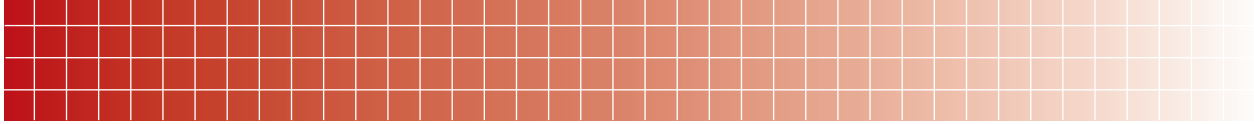
Diversity management refers to any measures taken to support candidates appointed to assist with ensuring diversity in departments such as physical accommodation or specialised training.

**Figure 27** below provides a summary of the departments' performance on this standard.

It was found that only one department (6%), the Western Cape Department of Local Government and Housing, implemented comprehensive diversity management measures. These measures include:



- Various specialised induction courses that employees must attend.
- Adopted different policies to enhance equity and diversity management.
- Publishes diversity issues in its monthly newsletter.
- Ensures that its management is fully committed to the objectives of diversity management.
- Continuously embarks on awareness programmes to sensitize its employees on diversity issues.



All four national departments assessed and two provincial departments (38%) implemented some diversity management measures, such as accessibility of buildings for the disabled and employment equity during recruitment processes. The majority (nine or 56%), all of them provincial departments, have not implemented any diversity management measures.

## Strategies for development

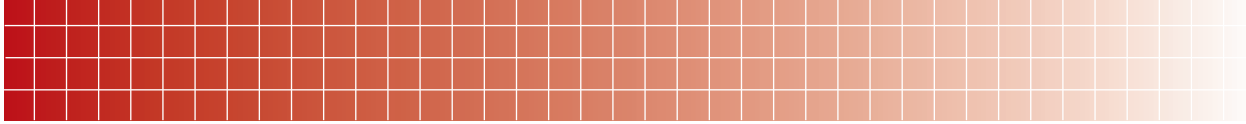
The following strategies, recommended in the Third Consolidated Public Service M&E Report of March 2007, on this principle are again reiterated:

- Departments should develop, adopt and implement an Employment Equity Policy and Plan that complies with the requirements of section 20 of the Employment Equity Act, 1998, Act No. 55 of 1998.
- Progress on employment equity should be reported on at least twice a year at management meetings.
- There is need for departments to rigorously implement and monitor their Employment Equity Plans and targets to ensure that the structure of the department is fully representative of the demographics of the country.
- Departments need to put diversity management measures in place and sensitise their employees on diversity management issues.



# Chapter Eleven

## Conclusions



## General conclusions

The PSM&ES has now been applied for six years. It is of concern that many of the problems that have been identified over the years still persist. This report has provided a historic overview of performance over the six year period, and it concludes that attaining in many cases satisfactory performance for basic standards remains a challenge.

However, the report has shown that there is examples of good performance within the departments that have been assessed. These are highlighted in this report in order to demonstrate that the standards that have been set can indeed be attained. It should compel other departments to try and emulate such practice. Also evident from this report is that performance is varied across departments, and ranges between very weak and excellent. Therefore, one cannot conclude that the Public Service as a whole is performing unsatisfactorily.

Many reasons can be proffered as to why performance is not climbing progressively in departments over time, as this system assesses. One that should be noted is the leadership and management of departments. As long as there is a lack of continuity and high staff turn-over; it will be difficult to achieve the stability necessary for effective policy implementation. A further concern is the limited use of M&E. Unless management is kept abreast of developments within departments, it would be difficult to intervene as and when necessary.

This chapter is divided into two sections. The first points to persisting challenges, and the second lists some key, cross-cutting recommendations.

## Responses to findings from departments

In this assessment cycle, departments were afforded the opportunity to respond to the findings of their reports. It is encouraging to note that in most cases Senior Management took these meetings seriously and there were thorough engagement with the findings. It is hoped that these deliberations helped to improve the understanding of M&E within departments, and created a reflective climate and discourse. Most certainly, this element of the process has helped to build a good understanding between the PSC and departments on what the system hopes to achieve.

## Challenges

This report has identified that several challenges persist. Many of these have been mentioned in the previous Consolidated M&E reports, and will once again be mentioned.

- The ability of departments to deal with misconduct cases points to either/or a lack of willingness to decisively address this problem, or genuine capacity constraints within departments themselves. The implications for inaction are serious, the most important being the message sent to public officials about management's commitment to translating policy directions into action. Unless the situation improves, ill-discipline could become a norm which will have a debilitating effect on the capacity of departments to deliver.
- Departments still face challenges when it comes to formulating service delivery indicators in measurable terms. This means that they have problems in actually measuring and tracking progress. The problem is compounded by the absence of effective M&E systems. Capacity development with regards to M&E is a challenge that must be addressed.





- Departments are challenged in implementing poverty reduction projects, due to the lack of guidelines, the difficulties in engaging with communities to achieve greater beneficiary participation and aligning such projects with local development initiatives.
- Departments are still challenged when it comes to complying with the provisions of the Promotion of Administrative Justice Act. This is evident in the lack of adherence to procedures, which could subject departments to litigation if decisions are found to be improper.
- Departments continue to find it difficult to implement fraud prevention plans, risk assessments and develop the capacity to investigate fraud. Unless these areas are addressed, an ethical environment will be difficult to entrench in departments.
- Departments, whilst having shown an improvement in the preparation of their Annual Reports, continue to face difficulties when it comes to meeting all of the guidelines for Annual Reports. This is most evident with regards to making such reports accessible to the public.
- Departments face problems when it comes to making information freely available, and complying with the provisions of the PAIA.
- The time taken to fill vacancies in departments is totally unsatisfactory, and may account for the persistent high vacancy rate in many departments. This needs urgent management attention.
- Departments continue to miss all of the Employment Equity targets, and fail to properly consider diversity management issues.

## Recommendations

This section captures the main recommendations for each of the nine Constitutional values and principles.

- Departments should ensure that the necessary ethics/misconduct-related policies, processes and procedures are clearly captured in manuals and guidelines and, that these are effectively implemented.
- Departments should define their indicators in relation to key areas of performance so that they are clearly understood and measurable. Departments should ensure that there is a clear linkage between the budget, Annual Report, priority outputs, achievements and the strategic plan. Where officials need support and training in undertaking these tasks, these should be provided.
- Departments need to ensure that poverty reduction projects are well managed and implemented in accordance with best development management practice. Also, greater efforts must be made to integrate these projects better with local processes.
- Compliance with the PAJA and PAIA must be closely monitored, as these are key pieces of legislation aimed to improve decision-making and transparency. The monitoring of this should take place at departmental leadership level, with the PSC and the Department of Justice and Constitutional Development also playing their role.

- The DPSA should assist Departments with their policy formulation process, especially with regards to public participation. The PSC has issued guidelines which should be used by departments.
- Departments must as a matter of urgency embark on a risk assessment and put in place a risk management strategy that complies with the requirements set in section 38(1)(a)(i) of the Public Finance Management Act, 1999, supplemented by the relevant Treasury Regulations. Fraud Prevention Plans that it is aligned with department specific needs identified during the risk assessment exercise should be developed, formally adopted and implemented.
- Departments need to ensure that all areas as directed by National Treasury and the DPSA are covered in their ARs.
- Departments should ensure compliance with all the requirements of the Promotion of Access to Information Act, 2000 (Act No. 2 of 2000). This remains broadly unsatisfactory.
- Departments should develop their own departmental specific policy on Recruitment and Selection. The PSC Toolkit on Recruitment and Selection<sup>18</sup> can be utilised as a guide in this regard.
- The filling of vacancies should be prioritised to ensure that vacancies are filled within the time frame of 90 days on average, whilst regular management reporting on recruitment should be done to ensure that progress in this regard is monitored.
- Departments should put in place a strategy of prioritising skills development activities to ensure that the activities that have been planned are implemented and that the impact of the training on the enhancement of service delivery gets assessed.
- Departments must adhere to the requirements of the Employment Equity Act.

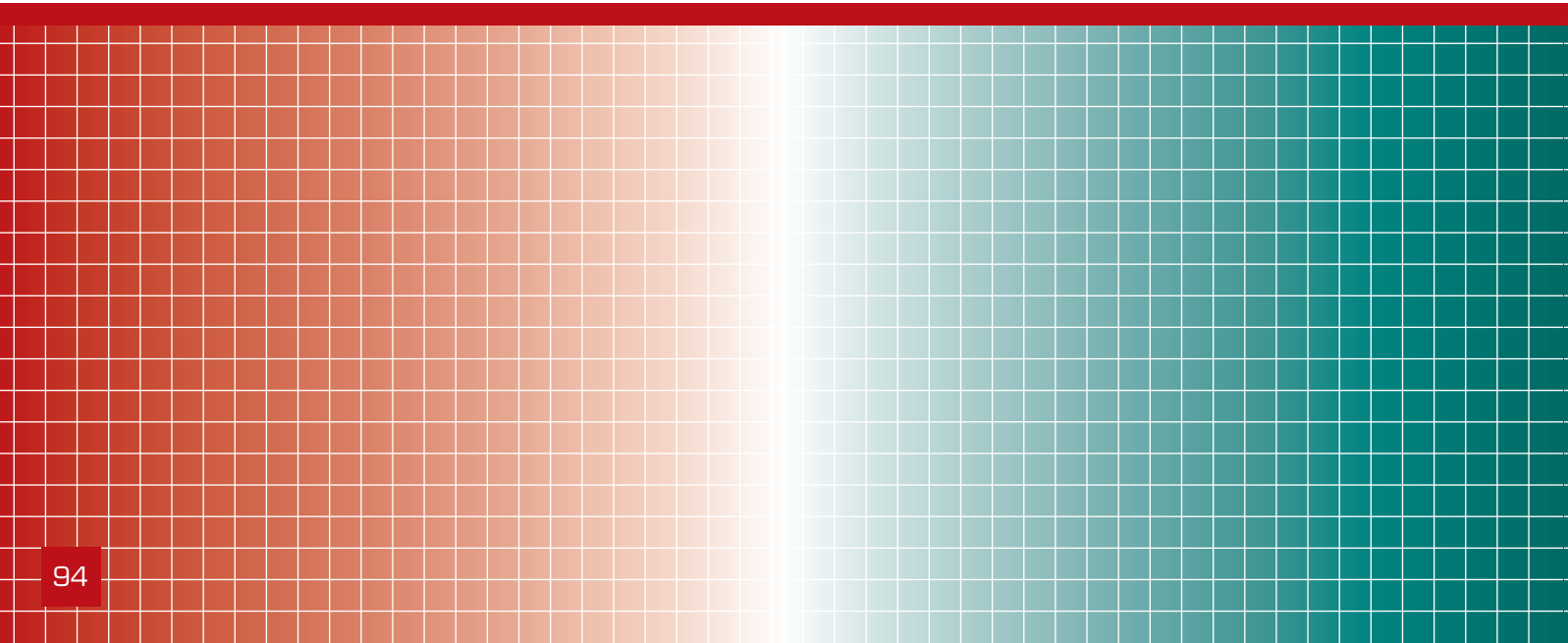
---

<sup>18</sup> Republic of South Africa. Public Service Commission. Toolkit on Recruitment and Selection.



## References

1. Republic of South Africa. Auditor-General. Report on Audit Outcomes for the Financial Year 2005-2006.
2. Republic of South Africa. Public Service Commission. Compliance with the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000). Pretoria. December 2006.
3. Republic of South Africa. Public Service Commission. Draft Report on the Implementation of the Promotion of Access to Information Act, 2000 (Act 2 of 2000) in the Public Service.
4. Republic of South Africa. Public Service Commission. First Consolidated Public Service Monitoring and Evaluation Report: November 2003. Pretoria. 2003.
5. Republic of South Africa. Public Service Commission. Second Consolidated Public Service Monitoring and Evaluation Report: 2000 - 2005. March 2006. Pretoria. 2006.
6. Republic of South Africa. Public Service Commission. Third Consolidated Public Service Monitoring and Evaluation Report: Research Cycle 2005/2006. March 2007. Pretoria. 2007.
7. Republic of South Africa. Public Audit Act 25 of 2004. Pretoria. 2004.
8. Republic of South Africa. Public Service Commission. Report on the Audit of Reporting Requirements and Departmental Monitoring and Evaluation Systems within Central and Provincial Government. June 2007.
9. Republic of South Africa. Public Service Commission. State of the Public Service Report 2005. Pretoria. 2005.
10. Republic of South Africa: Public Service Commission. Step-By-Step to Holding Citizens' Forums. Pretoria. September 2005.
11. Republic of South Africa. Public Service Commission. State of the Public Service Report 2006. Pretoria. 2006.
12. Republic of South Africa. Public Service Commission. State of the Public Service Report 2007. Pretoria. 2007.
13. Republic of South Africa. Public Service Commission. Toolkit on Recruitment and Selection.



# Appendix A

List of Departments  
Evaluated: 2000 – 2007

2000 - 2005	2005- 2006	2006 - 2007
<b>National Departments</b> 1. Agriculture 2. Arts and Culture 3. Education 4. Foreign Affairs 5. Health 6. Housing 7. Justice and Constitutional Development 8. Minerals and Energy 9. National Treasury 10. Provincial and Local Government 11. Social Development 12. Trade and Industry	<b>National Departments</b>	<b>National Departments</b> 1. Labour 2. National Secretariat for Safety and Security 3. Public Enterprises 4. Water Affairs and Forestry
<b>Provincial Departments</b>	<b>Provincial Departments</b>	<b>Provincial Departments</b>
<b>Eastern Cape</b>	<b>Eastern Cape</b>	1. Housing, Local Government & Traditional Affairs 2. Public Works 3. Social Development
<b>Free State</b>	<b>Free State</b>	<b>Free State</b> 1. Local Government and Housing
<b>Gauteng</b> 1. Health	<b>Gauteng</b> 1. Local Government 2. Public Transport, Roads and Works	<b>Gauteng</b> 1. Community Safety 2. Sports, Arts, Culture and Recreation
<b>KwaZulu-Natal</b> 1. Provincial Treasury	<b>KwaZulu-Natal</b>	<b>KwaZulu-Natal</b> 1. Education
<b>Limpopo</b> 1. Office of the Premier 2. Health and Social Development 3. Local Government and Housing 4. Provincial Treasury	<b>Limpopo</b> 1. Public Works 2. Roads and Transport	<b>Limpopo</b> 1. Agriculture
<b>Mpumalanga</b> 1. Finance 2. Health and Social Services 3. Local Government and Housing	<b>Mpumalanga</b> 1. Education 2. Housing and Land Administration	<b>Mpumalanga</b> 1. Safety and Security
<b>Northern Cape</b>	<b>Northern Cape</b> 1. Housing and Local Government 2. Transport, Roads and Public Works	<b>Northern Cape</b> 1. Sport, Arts and Culture
<b>North West</b> 1. Office of the Premier 2. Finance 3. Health 4. Social Development	<b>North West</b> 1. Developmental Local Government and Housing 2. Transport and Roads	<b>North West</b> 1. Economic Development and Tourism
<b>Western Cape</b> 1. Office of the Premier 2. Social Services and Poverty Alleviation	<b>Western Cape</b>	<b>Western Cape</b> 1. Local Government and Housing
<b>Total National Departments: 12</b> <b>Total Provincial Departments: 15</b>	<b>Total National Departments: 0</b> <b>Total Provincial Departments: 10</b>	<b>Total National Departments: 4</b> <b>Total Provincial Departments: 12</b>









## PUBLIC SERVICE COMMISSION REGIONAL OFFICES

<p>Eastern Cape</p> <p>91 Alexandra Road King William's Town 5601</p> <p>Tel: (043) 643-4704 Fax: (043) 642-1371</p>	<p>Free State</p> <p>62 Fedsure Building 3rd Floor, St Andrews Street Bloemfontein, 9301</p> <p>Tel: (051) 448-8696 Fax: (051) 448-4135</p>
<p>Gauteng</p> <p>Ten Sixty-Six Building 16th Floor, 35 Pritchard Street Johannesburg 2001</p> <p>Tel: (011) 833-5721 Fax: (011) 834-1200</p>	<p>KwaZulu-Natal</p> <p>262 Brasford House cnr Commercial &amp; Longmarket Streets Pietermaritzburg 3200</p> <p>Tel: (033) 345-9998 Fax (033) 345-8505</p>
<p>Mpumalanga</p> <p>19 Russel Street Nelspruit 1200</p> <p>Tel: (013) 755-4070 Fax: (013) 752-5814</p>	<p>Northern Cape</p> <p>1<sup>st</sup> Floor, Woolworths Building C/o Lennox and Chapel streets Kimberley 8300</p> <p>Tel (053) 832-6222 Fax (053) 832-6225</p>
<p>Limpopo</p> <p>Kleingeld Trust Building 81 Biccard Street Polokwane 699</p> <p>Tel (015) 297-6284 Fax (015) 297-6276</p>	<p>North-West</p> <p>Mmabatho Post Office Building Ground Floor University Drive Mmabatho 2735</p> <p>Tel: (018) 384-1000 Fax: (018) 384-1012</p>
<p>Western Cape</p> <p>Sanlam Golden Acre Building 21st Floor, Adderley Street Cape Town 8000</p> <p>Tel (021) 421 3980 Fax (021) 421 4060</p>	



Republic of South Africa

---

Public Service Commission

Tel: +27 12 352-1000  
Fax: +27 12 325-8382  
Website: [www.psc.gov.za](http://www.psc.gov.za)

National Anti-Corruption Hotline for the Public Service: 0800 701 701