

PUBLIC SERVICE COMMISSION

State of the Public Service Report 2009

THE STATE OF READINESS OF THE PUBLIC
SERVICE FOR 2010 AND BEYOND



Custodian of Good Governance

STATE OF THE PUBLIC SERVICE REPORT 2009
THE STATE OF READINESS OF THE PUBLIC SERVICE FOR 2010 AND BEYOND

Published in the Republic of South Africa by:



Custodian of Good Governance

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

National Anti-Corruption Hotline Number: 0800 701 701 (Toll-Free)

Production & Distribution by:
Directorate: Communication and Information Services
Compilation by:
Branch: Monitoring and Evaluation
ISBN: 978-0-621-38549-6
RP: 49/2009

Date of issue: March 2009

Foreword	iv
Acronyms	v
Introduction: The State of Readiness of the Public Service for 2010 and Beyond	1
Principle 1: A High Standard of Professional Ethics must be Maintained	8
Principle 2: Efficient, Economic and Effective use of Resources must be Promoted	19
Principle 3: Public Administration must be Development Oriented	26
Principle 4: Services must be provided Impartially, Fairly, Equitably and without Bias	33
Principle 5: People's needs must be Responded to and the Public must be Encouraged to Participate in Policy-Making	38
Principle 6: Public Administration must be Accountable	45
Principle 7: Transparency must be Fostered by Providing the Public with Timely, Accessible and Accurate Information	51
Principle 8: Good Human Resource Management and Career Development Practices, to Maximise Human Potential, must be Cultivated	57
Principle 9: Public Administration must be Broadly Representative of the South African People, with Employment and Personnel Management Practices Based on Ability, Objectivity, Fairness and the Need to Redress the Imbalances of the Past to Achieve Broad Representation	62
Conclusion	69
List of recent Public Service Commission and other useful reports	72

TABLES

Table 1:	Budget Allocation Towards Hosting the 2010 World Cup	5
Table 2:	Trends in Financial Disclosure 2005/6 to 2007/8	13
Table 3:	Breakdown of cases of alleged corruption lodged on the CMS	16
Table 4:	Trends in over- and under spending from 2005/06-2007/08	24
Table 5:	Submission of PAs by HoDs	47
Table 6:	HoD Evaluations for the 2006/7 performance cycle	48
Table 7:	Race representivity at SMS level as at 30 September 2008	64
Table 8:	Gender representivity as at 30 September 2008	65
Table 9:	Disability representivity as at 30 September 2008	66



It is with a sense of pride and achievement that in a few months' time South Africa will be hosting the 2010 FIFA World Cup. This will be a very important moment not just for South Africa, but for Africa as a whole. Given that this is the first time the World Cup will be held in Africa, it is an opportunity for the continent to showcase its talent, hospitality, infrastructure, natural environment and rich culture. The successful hosting of the FIFA World Cup can also help to dispel Afro-pessimism, and the many ill-informed perceptions about the continent. This places a huge responsibility on the shoulders of South Africa which, as the host country, is representative of the African continent.

As the countdown to the event continues, a crucial question to ask is whether the country is actually ready to effectively play its role as a host. Central to this is an effective Public Service with the institutional capacity to ensure that there is properly maintained physical infrastructure, good transport, effective management of ports of entry, safety and security, and good health care, among other things. Given the centrality of the event, the Public Service Commission (PSC) deemed it fit to dedicate this eighth edition of its State of the Public Service (SOPS) Report to an assessment of the readiness of the Public Service to effectively execute its mandate during and beyond the 2010 FIFA World Cup. The Report makes important observations about the readiness of the Public Service for 2010 and beyond, and also provides useful pointers for consideration.

We hope that the observations and recommendations contained in this Report will be put to immediate use as part of efforts to strengthen Public Service delivery.

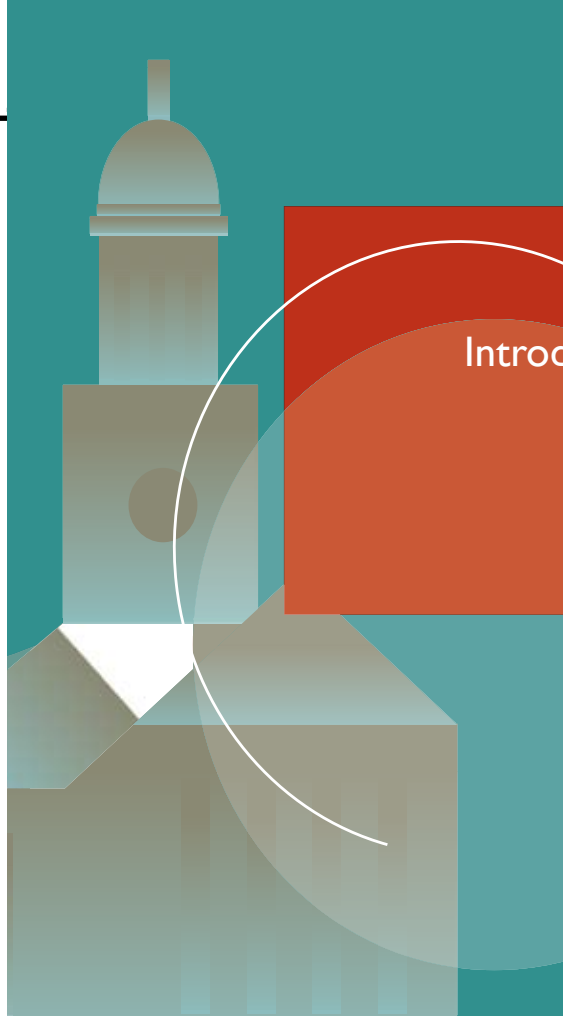
A handwritten signature in black ink that reads "Sangweni". The signature is stylized and cursive.

Professor Stan Sangweni
Chairperson: Public Service Commission

ATT	:	Analogue Terrestrial Television
A-G	:	Auditor-General
BEE	:	Black Economic Empowerment
CDW	:	Community Development Worker
DEAT	:	Department of Environmental Affairs and Tourism
DGs	:	Directors-General
DOJCD	:	Department of Justice and Constitutional Development
DPSA	:	Department of Public Service and Administration
DTT	:	Digital Terrestrial Television
EA	:	Executive Authority
EMS	:	Emergency Medical Service
ENE	:	Estimates of National Expenditure
FIFA	:	Federation de International Football Association
HoD	:	Head of Department
HRM	:	Human Resource Management
HSRC	:	Human Sciences Research Council
IDP	:	Integrated Development Planning
ISRDP	:	Integrated Sustainable Rural Development Programme
LOC	:	Local Organising Committee
NACF	:	National Anti-Corruption Forum
NACH	:	National Anti-Corruption Hotline
NEDLAC	:	National Economic Development and Labour Council
NPM	:	New Public Management
M&E	:	Monitoring and Evaluation
MDGs	:	Millennium Development Goals
PA	:	Performance Agreement
PAIA	:	Promotion of Access to Information Act
PAJA	:	Promotion of Administrative Justice Act
PFMA	:	Public Finance Management Act

PMDS	:	Performance Management Development Systems
PoA	:	Programme of Action
PSC	:	Public Service Commission
PWDs	:	People with Disabilities
RDP	:	Reconstruction and Development Programme
SAHRC	:	South Africa Human Rights Commission
SAPS	:	South African Police Service
SCM	:	Supply Chain Management
SDIP	:	Service Delivery Improvement Plan
SDP	:	Skills Development Plan
SETA	:	Sector Education and Training Authority
SMS	:	Senior Management Service
SOPS	:	State of the Public Service Report

PUBLIC SERVICE COMMISSION



Introduction

The State of Readiness of the Public
Service for 2010 and Beyond

2009

Introduction

On 15 May 2004, the Federation of International Football Association (FIFA) announced that South Africa had won the bid to host the 2010 Soccer World Cup. The announcement sparked a series of celebrations across the country and many parts of Africa. This reaction was understandable because the World Cup will be hosted by an African country for the first time in the history of FIFA.

Beyond the excitement and euphoria that followed the announcement, South Africa had to confront head on the practical realities of what it actually entails to host what is probably the second largest sporting event in the world (the first being the Olympics). In winning the bid, South Africa effectively shoulders the immense responsibility of showcasing Africa, and demonstrating to the world that the continent has what it takes to successfully host a mega-event of the magnitude of the FIFA World Cup, and can indeed serve as a credible destination for sports tourism. As the host country, South Africa has had to, among others, commit itself to fulfilling certain obligations regarding the creation of suitable physical infrastructure, the aesthetic appearance of host cities, and the provision of efficient transport, safety and security, among other things.¹

Central to the fulfillment of the above-mentioned obligations to the 2010 FIFA World Cup, is the role of the Public Service. Given its strategic role as the primary planning and implementation arm of the State, the Public Service is responsible for most of the processes relating to the hosting of the event. For example, it is the Public Service that will need to facilitate the entry and exit of sports tourists, provide safety and security, provide adequate health care when required to do so, and ensure that despite the high volume of tourists and sport activities, normal public services continue to be rendered as effectively as possible. Playing such an active role is not unique to the South African Public Service. In the history of the World Cup, state institutions have continued to assign resources and to actively play a central role in the successful hosting of the event.

Hosting the FIFA World Cup: Challenges and Opportunities

The FIFA World Cup was established in 1930, with Uruguay as the inaugural host.² Since then, the event has been held every four years³, and continues to grow stronger in terms of the number of participating regions and teams, administrative sophistication and significance for participating countries. For example, while only thirteen teams participated in the inaugural competition in

¹ Republic of South Africa. *The Presidency. 2010 FIFA World Cup South Africa Special Measures Act, Act No 12 of 2006. Government Gazette, Volume 495, Number 29198.*

² Bohlmann, HR. *Predicting the Economic Impact of the 2010 FIFA World Cup on South Africa. University of Pretoria, Department of Economics Working Paper Series. 2006.*

³ Except in 1942 due to the outbreak of the second world war.

1930 (representing South America, North America and Europe), the World Cup now boasts close to 200 teams from all over the world all of which participate in the qualifying stages which run over a period of two years, and at least thirty two that reach the final stages of the competition.⁴

Having evolved into such a mega-event, increasing attention is being paid to the World Cup's potential impact on the host countries. The competition is, therefore, more than just a game of football. Countries keenly compete for the opportunity to host the World Cup because they expect a wide range of benefits in return. **Box 1** below illustrates the benefits that countries tend to expect from hosting the World Cup.

Box 1: Benefits of Hosting the FIFA World Cup⁵

- The country is put 'on the map' and showcased to the entire world
- The political system that the country uses is promoted
- New trading partners are created and investment attracted
- Tourism is boosted while jobs and business opportunities are created
- Urban renewal is promoted (including infrastructure)
- A legacy of sports infrastructure is put in place

However, these benefits are not automatic, and require, among others, huge investment in institutional capacity and infrastructure. Even with this investment, the nature and extent of the ensuing benefits may still differ from one country to another. Indeed, literature cautions against uncritically generalising the impact of the World Cup on host countries, especially given that experiences can differ from one country to another.⁶ In addition, it is believed that economic models used for predicting and assessing the impact of sporting events such as the World Cup are still in their infancy and are thus not always able to account for all the key variables.⁷ Often the models used tend to focus more on gross rather than net benefits, thus running the risk of inflating the benefits derived from hosting the event.⁸ Accordingly, Irons (2006) advises that discussions involving the economic impact of the World Cup "... should be interpreted as being suggestive of possible trends, not as conclusive evidence one way or the other about the causal impact of the World Cup on national economies".⁹

4 http://en.wikipedia.org/wiki/History_of_the_FIFA_World_Cup.

5 Adapted from Bohlmann, HR. *Predicting the Economic Impact of the 2010 FIFA World Cup on South Africa*. University of Pretoria, Department of Economics Working paper Series. 2006.

6 Irons, J S. *Does the World Cup Get the Economic Ball Rolling?* June 2006.

7 Baade, RA and Matheson, VA. *The Quest for the Cup: Assessing the Economic Impact of the World Cup*. Undated

8 *Ibid.*

9 Irons, J S. *Does the World Cup Get the Economic Ball Rolling?* June 2006.

With due consideration to the above cautionary remarks, general trends show that economic growth tends to be stronger in the immediate years following the World Cup than in the year of the event itself.¹⁰ In fact, some even argue that during the year of the event itself, host countries appear to experience a negative economic growth. In a summary of the experiences drawn from the thirteen (13) World Cups hosted between 1954 and 2002, in seven of the countries economic growth was slower in the World Cup year than in the two years preceding the event.¹¹ In addition, in nine of the countries, economic growth was stronger in the two years following the event than during the year of the event or the two years preceding it.¹²

However, looking specifically at the experience of Germany in 2006, there are reports which argue that overall, the country did get some notable benefits from the event. For instance, it is estimated that the event "...earned Germany's tourism industry an extra 300 million Euros (\$399 million) in revenue, added 2 billion Euros to retail sales and yielded 50 000 new jobs..."¹³ In addition, an amount of 40 million Euros was generated for government through ticket sales.¹⁴

Implications for Public Adminis- tration

Hosting of the FIFA World Cup requires careful preparations and sound capacity on the part of host countries and has huge implications for public administration. The obligations which go with this responsibility require an allocation of substantial resources to specific priorities that are pertinent to the successful hosting of the World Cup, as can be seen in **Table I**.

¹⁰ *Ibid.*

¹¹ *Ibid.*

¹² *Ibid.*

¹³ www.dw-world.de/dw/article. Downloaded on 04 November 2008.

¹⁴ *Ibid.*

Table I: Budget Allocation Towards Hosting the 2010 World Cup¹⁵

Project	Amount
Stadiums	R8,4 billion
Transport	R9 billion
Broadcasting	R400 million
Information Communication Technology	R2,5 billion
Safety and Security	R666 million
FIFA	R3,1 billion
Ports of Entry	R1,573 billion
Training of Volunteers	R25 million
Community Mobilisation	R17 million
Legacy Projects	R337 million
Arts and Culture-related projects	R150 million
Organising Committee	R3,2 billion

However, there are reports indicating that as spending on the above 2010 World Cup priorities proceeds, budget overruns occur and as a result more resources continue to be added to help accommodate the additional costs.¹⁶ A key implication for public administration in this regard is the importance of ensuring that as decisions continue to be made on the allocation of resources, the resources are utilised in a manner that generates public value. Public officials should remember that the resources allocated to the hosting of the event could have been used for other equally worthy causes which can also yield positive spin-offs for the public.

In assessing the public value that will emanate from investing in the World Cup, it is important to also have a long-term view since some of the results (whether positive or negative) may only become clearer over time. Indeed, there are indications that in Japan and South Korea, for example, some of the stadia built to host the 2002 FIFA World Cup could not be maintained and utilised beyond the event, and thus had to be demolished as they ran the risk of becoming white elephants.¹⁷ A long-term perspective was, therefore, not promoted in this case. For the South African government, given its commitment to the Millennium Development Goals (MDGs), it is important to ensure that the

¹⁵ Adapted from Mabugu R and Mohamed, A. *The Economic Impacts of Government Financing of the 2010 FIFA World Cup*. University of Stellenbosch. Stellenbosch Economic Working papers 08/08.

¹⁶ Republic of South Africa. National Treasury. *Medium Term Budget Policy Statement*. 2008.

¹⁷ Bohlmann, HR. *Predicting the Economic Impact of the 2010 FIFA World Cup on South Africa*. University of Pretoria, Department of Economics Working paper Series. 2006.

resources that continue to be deployed to the event itself add momentum to the socio-economic development of the country and contribute towards the achievement of the medium and long term objectives of the MDGs.

Considering the magnitude of the resources that are being allocated, the Public Service can actually exploit the hosting of the World Cup to address the performance gaps that exist and to build lasting institutional capacity to function effectively even beyond the event itself. For example, with the R1, 573 billion allocated to Ports of Entry, the Department of Home Affairs has an opportunity to accelerate its efforts to strengthen its business processes and improve turn-around times. By doing so, the Department would be taking advantage of a specific budget intended for World Cup preparations and leveraging it to become a much more effective institution beyond the event itself.

In addition to the important implications that emanate from the resources invested in the World Cup, the event also offers the Public Service a unique opportunity to showcase the principles of Batho Pele.¹⁸ In this regard, it is important to emphasise that proper infrastructure and resources alone will not result in the successful hosting of the World Cup. In the whole value chain of hosting the event, including the upgrading of infrastructure, processing requests for travel documents, attending to sports tourists at ports of entry, and providing health and safety services, among others, public servants will effectively be the agents that can make the country proud by practising the principles of Batho Pele.

Focus of this report

Given the centrality of the Public Service in the successful hosting of the FIFA World Cup, the PSC deemed it appropriate to focus on the state of its readiness to carry out its work effectively during and beyond the World Cup. In order to facilitate comparison with previous assessments done by the PSC, the Report is once again organised according to the nine values and principles of public administration contained in Chapter 10 of the Constitution of the Republic of South Africa.

The Report highlights the progress the Public Service has made to prepare itself for 2010 and beyond and draws attention to areas which still require further attention. For each of the principles, the key question which the Report addresses is: *what progress has the Public Service made to adhere to this principle,*

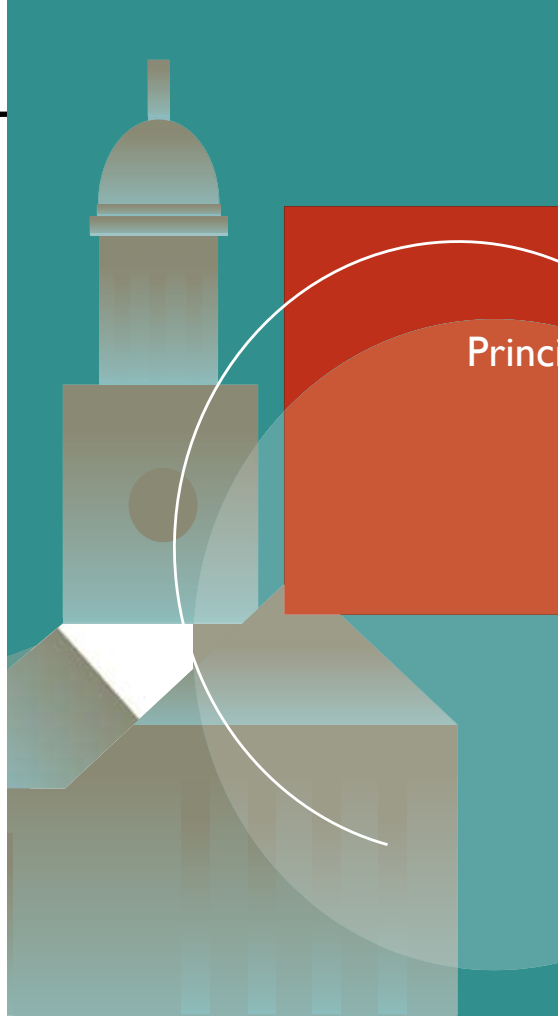
¹⁸ Republic of South Africa. Department of Public Service and Administration. White Paper on Transforming Public Service Delivery. 1997.

and what is the significance of the progress achieved in terms of readiness for 2010 and beyond?

Outline of the report

The remainder of the report is structured as follows:

- An analysis of the performance of the Public Service is provided against each one of the nine Constitutional values and principles.
- The last section of the report provides concluding remarks and highlights key considerations for strengthening the Public Service's readiness for 2010 and beyond.



Principle I

A High Standard of Professional Ethics
must be Maintained

The hosting of the FIFA World Cup involves massive resources. These resources bring with them increased risks for corrupt administrative practices as some unscrupulous officials and members of the public try to benefit through unethical means. In this context, it is important to have a highly professional Public Service which inspires public confidence in its ability to stamp out corrupt practices. The Public Service has as yet to demonstrate this important attribute by effectively implementing existing frameworks that have been put in place to promote ethical conduct and integrity. For better impact, the existing frameworks should also be consolidated into a coherent National Integrity System. In addition, adequate resources should be allocated towards building minimum anti-corruption capacity in departments.

Introduction

The hosting of mega-events such as the FIFA World Cup involves massive resources and income generating opportunities. This is not only as a result of the money invested in the renewal of infrastructure, but also the business opportunities that emerge as a result of hosting hundreds of thousands of sports tourists. Unfortunately, where there is a flow of this magnitude of resources and an abundance of business opportunities, the risk of corrupt practices also tends to increase. With the Public Service being at the interface of many of these business opportunities, either through the provision of travel documents, the issuing of tenders, the registration of companies, among others, there is reason to be extremely vigilant to ensure that a high standard of professional ethics is maintained among the ranks of public servants.

The need for vigilance is not just limited to public servants, given a recent study commissioned by Business Against Crime which showed that employees of private sector companies were among those who had solicited and accepted bribes from companies and government.¹⁹ The private sector should, therefore, also pay greater attention to the business practices of its employees to ensure that these are always of a high ethical standard. Without an integrity-driven private sector, one cannot rule out the possibility of public servants being corrupted by employees of companies.

Professional Ethics and the State of Readiness for 2010 and Beyond

Public trust in the integrity of state institutions is important if citizens are to be confident that an event such as the World Cup can be hosted successfully. However, globally, there is generally a downward trend in the trust that members of the public have in public institutions.²⁰ In South Africa, estimates suggest that trust in national government has gone down from 69% in 2004 to 52% in 2007.²¹ A number of explanations have been advanced for these trends,

19 University of Pretoria. Centre for Business and Professional Ethics. *Research Report on Corruption in the South African Private Sector*. A Study Commissioned by Business Against Crime. 2006.

20 See, for example, Job, J. *How is Trust in Government Created? It begins at Home, but ends in the Parliament*. *Australian Review of Public Affairs*. Vol 6 (1), pp 1-23. 2005.

21 Human Sciences Research Council. *Between Trust and Skepticism: Public Confidence in Institutions*. HSRC Review. Vol 6 (1). March 2008.

including the fact that citizens are perhaps becoming more empowered and thus expect more from government. While further research is necessary to better understand the reasons behind these trends,²² it is equally important to seriously consider what public institutions may not be doing right to win the confidence of the public, especially considering that such mistrust may emanate from perceptions of unethical conduct among officials.²³ In the context of hosting a major event such as the FIFA World Cup, it becomes important for the public to have confidence in the ability and credentials of government to do what is right. Such confidence will in turn inspire citizens to play their role in solidifying the government-society network that is required to make a success out of the event.

Loss of confidence and trust is based on the absence of shared values and a decrease in the moral fibre of society. Until there is a common integrity vision that both state and non-state actors can aspire to, improving mutual trust will continue to be a challenge. In light of this consideration, it is crucial to have a solid national integrity system which all actors can advance collaboratively with the common objective of promoting adherence to ethical values.

The Public Service in South Africa has pursued this objective through a variety of both aspirational and enforcement mechanisms. The Code of Conduct for Public Servants is partially aspirational as it encourages public servants to be faithful and loyal to the Republic of South Africa, and to put the public first in the execution of their duties.²⁴ The importance of this approach lies in the fact that it seeks to speak directly to the ethical conscience of public servants rather than just promote adherence to regulatory requirements. This conscience will be critical for the successful hosting of the World Cup because it will drive public servants to do what is right even in instances where regulations may not be explicit enough. There have also been moves to promote this aspirational approach by introducing a national schools pledge.²⁵ In terms of the pledge, school children would be expected to learn and recite an oath which expresses their commitment to respect and protect others, and to uphold the rights and values contained in the Constitution. While the impact of the national schools pledge is unlikely to be felt by the time the World Cup is held, it nonetheless signals a noteworthy intention to invest time and effort in the promotion of ethical conduct.

22 Republic of South Africa. *The Presidency. Towards a Fifteen Year Review. Synthesis Report. October 2008.*

23 Human Sciences Research Council. *Between Trust and Skepticism: Public Confidence in Institutions. HSRC Review. Vol 6 (1). March 2008.*

24 Republic of South Africa. *Department of Public Service and Administration. Public Service Regulations. 2001.*

25 Pandor, N. *Minister of Education. Republic of South Africa. National Schools Pledge. 21 February 2008.*

The success of an aspirational approach has not been huge. The degree and management of misconduct in the Public Service suggest that the desired behaviours have not been reached. In a sample of 25 departments studied by the PSC during the 2008/9 financial year, it was found that departments generally take too long to finalise cases of misconduct (as long as eight months).²⁶ The risk with such prolonged periods of finalising cases of misconduct is that momentum is lost in the process and by the time a decision is made, the perpetrator may have had ample time to engage in further unethical acts.

The PSC believes that part of the challenge is in ensuring that management has the competence and confidence to deal decisively with cases of misconduct. Without these critical attributes, these cases will continue to drag. In addition, even when the cases are finalised, fairly lenient sanctions are imposed. Indeed, in a study on the consistency of sanctions imposed for misconduct in the Public Service, the PSC found that overall the sanctions imposed suggested that managers tend not to treat discipline management with the seriousness it deserves.²⁷ For example, in an analysis of the sanctions imposed in a sample of 44 incidents of fraud, the PSC found that 19 of them led to dismissal, and the rest led to more lenient sanctions such as written and verbal warnings.

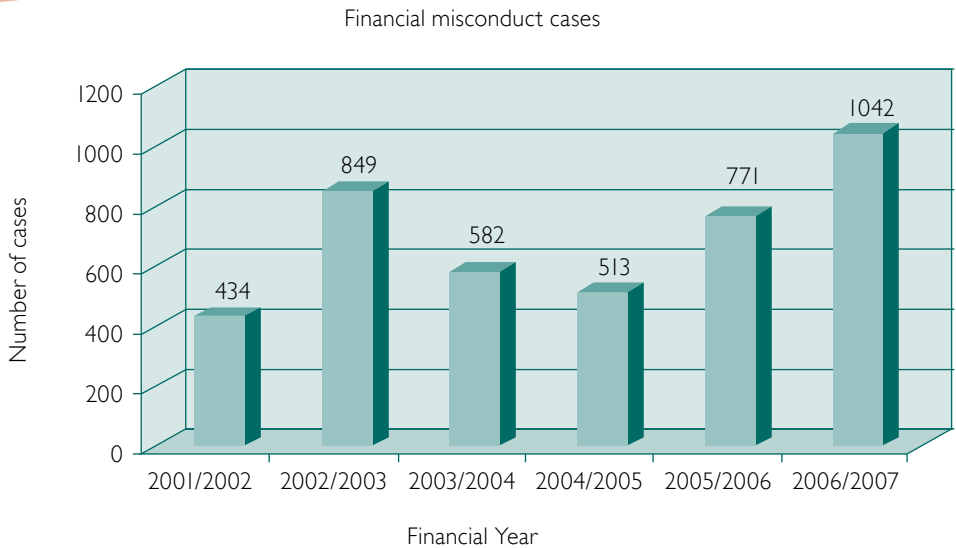
The inconsistencies in sanctions send a message that the Public Service does not really know how to handle cases of misconduct. This is a message which the Public Service can ill-afford because it can also compromise efforts to deter unethical behaviour in the use of resources earmarked for the hosting of the World Cup. In this regard, public servants can engage in acts of financial misconduct with the belief that they may get away with lenient sanctions.²⁸ Possibilities of such belief being entrenched cannot be ruled out considering the fact that acts of financial misconduct reported by departments are on the increase. A total of 1042 cases of financial misconduct were reported for the 2006/2007 financial year, of which 370 cases were reported by national departments and 672 cases by provincial departments.²⁹ This represents a 35% increase from the 771 cases reported in the previous financial year of 2005/2006. **Figure 1** reflects the number of finalised financial misconduct cases reported during the past six financial years.

26 Information based on the PSC's Application of its Transversal Public Service Monitoring and Evaluation System during the 2008/9 financial year.

27 Republic of South Africa. Public Service Commission. Evaluation of the Consistency of Sanctions Imposed for Misconduct in the Public Service. April 2008.

28 Note: In terms of the Public Finance Management Act, financial misconduct includes any material losses as a result of criminal conduct as well as through unauthorised, irregular, fruitless and wasteful expenditure.

29 Republic of South Africa. Public Service Commission. Overview on Financial Misconduct for the 2006/2007 financial year. 2008.

Figure 1: Number of reported cases from 2001/2002 to 2006/2007

The PSC hopes that the increase in the number of finalised cases of misconduct is a result of improved departmental capacity to deal with the cases and not necessarily an increase in acts of misconduct. This would effectively mean that if officials were to misuse funds earmarked for 2010-related programmes, departments would be able to follow up and deal with such officials. In doing such follow up, senior managers become particularly key given because they are effectively administrative custodians of the policies and resources of the Public Service. It is, therefore, worrying that they too are evidently involved in perpetuating financial misconduct. In fact, while senior managers constituted only 0,7% of Public Service employees in 2007/8, they emerged as the perpetrators of 2,5% of the finalised cases of misconduct for that period.³⁰ This observation suggests that senior managers seem to have a greater propensity to commit financial misconduct.

Combining trends in financial misconduct and the slow rate of compliance on financial disclosures provides cause for greater concern.³¹ The significance of financial disclosures lies in their promotion of transparency regarding the material possessions of members of the SMS and the businesses with which they associate. In the context of the FIFA World Cup, opportunities for government tenders abound, and the disclosures become one of the important measures

³⁰ Republic of South Africa. Public Service Commission. Report on Financial misconduct for the 2007/8 Financial Year.

³¹ Note: In terms of Chapter 3 of the Public Service regulations, all senior managers are required to annually disclose their financial interests regarding, among others, shares, directorships, property, and remunerated work outside the Public Service.

through which to ensure that public servants do not award tenders in a manner that favours their business associates.

The pressure to award tenders unethically is a serious risk considering research findings which show that corruption in the private sector is particularly prevalent when companies compete for contracts from other companies or government.³² The risk for government should thus not be taken lightly, especially because there is a perception that the construction industry (which stands to benefit the most from government tenders earmarked for the 2010 World Cup) is involved in the “dirtiest” business dealings and corruption.³³

Given the above risks, it stands to reason that the effective use of Financial Disclosures should be promoted. The PSC has during the period under review continued to monitor the implementation of the Framework. As **Table 2** below shows, compliance levels have remained below 100%.

Table 2³⁴: Trends in Financial disclosures 2005/6 to 2007/8

National Department/ Province	2005-2006		2006-2007		2007-2008	
	No. of forms received as at 30 November 2006	% Received	No. of forms received as at 30 November 2007	% Received	No. of forms received as at 30 November 2008	% Received
National Departments	2 025	56%	2 821	70%	3 188	74%
Eastern Cape	262	62%	360	71%	446	80%
Free State	113	38%	328	93%	347	92%
Gauteng	537	80%	731	88%	772	87%
KwaZulu-Natal	505	83%	443	69%	521	76%
Limpopo	364	93%	401	90%	444	95%
Mpumalanga	213	96%	195	78%	240	90%

32 University of Pretoria. Centre for Business and Professional Ethics. Research Report on Corruption in the South African Private Sector. A Study Commissioned by Business Against Crime. 2006.

33 Van Vuuren, H. Corruption, Construction and Africa's World Cup – Can we Keep it Clean?. The Institute for Security Studies. ISS Today.5 February 2007.

34 Republic of South Africa. Public Service Commission. State of the Public Service Report 2008; and Fact Sheet: Monitoring Compliance with the Requirements of the Financial Disclosure Framework for the 2007/2008 Financial Year.

National Department/ Province	2005- 2006		2006- 2007		2007- 2008	
	No. of forms received as at 30 November 2006	% Received	No. of forms received as at 30 November 2007	% Received	No. of forms received as at 30 November 2008	% Received
Northern Cape	53	40%	154	92%	177	97%
North West	267	99%	292	100%	304	100%
Western Cape	258	78%	358	94%	378	95%
Provincial Total	2 572	74%	3 262	86%	2 990	95%
Overall Total	4 597	73%	6 083	85%	6 792	80%

The overall submission rate for 2007/8 is 80%, which is lower than the submission rate for 2006/7. It could be that the submission rate for 2007/8 may still pick up before the 2008/9 financial year ends, but it should be borne in mind that the final cut off point for submission is actually the end of May each year.

A particularly important observation to make regarding financial disclosures is the compliance rates in departments such as Public Works and Trade and Industry which are involved in big programmes and tenders for the 2010 FIFA World Cup. Considering the large tenders awarded by these departments and the fact that the Department of Trade and Industry is tasked with ensuring that the Organising Committee complies with BEE codes in tendering processes for the 2010 Soccer World Cup, their lack of full compliance may put these departments at risk regarding potentially corrupt practices. PSC records show that the compliance levels for the Departments of Trade and Industry, Public Works, and Transport were 98%, 93% and 86%, respectively. Although these are fairly good compliance rates, there is no reason for the 100% mark not to be reached.

Part of the challenge in achieving a 100% compliance rate is attributable to the lack of seriousness with which Heads of Department (HoDs) themselves seem to view this important requirement. The PSC assessed how many national and provincial Directors-General (DGs) had submitted their forms and found that out of a sample of forty seven(47), only 30 had submitted their forms by 30 June 2008, representing a disappointing submission rate of 69%.³⁵ These compliance rates expose the Public Service to serious risks and should be dealt with as a matter of urgency. Although the Public Service Regulations places the responsibility of submitting the disclosure forms on the shoulders of Executing Authorities, HoDs do have a critical role to play in terms of advising on compliance requirements and the implications thereof.

In dealing with these delinquent compliance rates, it is important for the Public Service not to view the disclosures as a bureaucratic nuisance, because members of the SMS do indeed have financial interests that can raise perceptions of conflicts of interest. For example, the PSC examined the disclosures for the 1999/2000 to 2004/5 financial years and found that the proportion of SMS members involved in companies or who had directorships and partnerships that could result in potential conflicts of interest ranged from 45% to 72%.³⁶

Potential risks for the Public Service have also emerged with regard to ensuring that Supply Chain Management (SCM) procedures are followed to the letter as required by legislation. The PSC believes that there are still compliance gaps in this area, and that as a result acts of corruption in SCM cannot be ruled out. In a study focusing on how a sample of departments dealt with the SCM of tenders below the threshold of R200,000, the PSC found that there was not always evidence that departments met such basic requirements as requesting for three quotations. Such malpractices expose the Public Service to risks that could otherwise be avoided.³⁷

One way of minimising these risks is to ensure rigour in the manner in which public servants are recruited and selected. Unfortunately, the Public Service does not as yet have clear policy guidelines on the management of job applicants who have criminal records. In a study conducted by the PSC, it was found that as at 31 March 2008, there were 223 officials with a criminal record who

35 Republic of South Africa. Public Service Commission. *Fact Sheet: Monitoring Compliance with the Requirements of the Financial Disclosure Framework for the 2007/2008 Financial Year*. 2008.

36 Republic of South Africa. Public Service Commission. *Management of Conflicts of Interest through Financial Disclosures*. 2007.

37 Republic of South Africa. Public Service Commission. *Evaluation of the Supply Chain Management Practices of the Procurement of Goods and Services below the R200,000 Threshold in Selected Departments*. 2009.

were permanently employed on a full-time capacity in the Public Service.³⁸ The criminal records ranged from drunken and/or reckless driving to assault and theft. Although the existence of a criminal record should not necessarily lead to a disqualification of a job applicant, a careful assessment needs to be conducted before a decision to hire or not is made. Otherwise the managers involved may, without knowing, create serious legal difficulties for the Public Service if the decisions made are challenged. One of the critical requirements which managers should not overlook in this regard is to conduct the necessary background checks and vetting processes for the job applicants. The PSC has found that this is an area of vulnerability for the Public Service and that clear policy direction should be provided.³⁹

Fortunately, there are credible whistle-blowing mechanisms through which any perceived acts of unprofessionalism can be reported. One of these mechanisms is the National Anti-Corruption Hotline (NACH). Importantly, though, is what gets done once allegations of corruption have been reported through the NACH.

Table 3 below shows that since the inception of the NACH a total of four thousand two hundred and two (**4202**) cases of alleged corruption were referred to national and provincial departments as well as public bodies and entities, by the PSC.⁴⁰

Table 3: Breakdown of cases of alleged corruption logged on the CMS

OVERALL STATISTICS					
Cases referred to Departments	2004-2005	2005-2006	2006-2007	2007- 2008	TOTAL
Provincial Departments	362(17%)	488(22%)	525(24%)	806(37%)	2181(52%)
National Departments	204(11%)	527(27%)	542(25%)	650(34%)	1923(46%)
Public Bodies	3(3%)	8(8%)	19(19%)	68(69%)	98(2%)
TOTAL	569(14%)	1023(24%)	1086(26%)	1524(36%)	4202(100%)

38 Republic of South Africa. Public Service Commission. *Management of Job Applicants with a Criminal Record in the Public Service*. 2009.

39 Ibid.

40 Ibid.

The success of the NACH is largely dependent on the extent to which feedback to callers is provided. Previously it was reported that for the 2004-2005 and 2006-2007 financial years, the feedback from departments on the cases referred to them from the National Anti-Corruption Hotline (NACH) was 36% and 35%, respectively.⁴¹ For the 2007/8 financial year, the feedback rate went down to 12,4%.⁴² Unless this decline is arrested, there is a risk that important 2010-related incidents of corruption will not be reported as whistleblowers may be discouraged by the lack of follow up action against the perpetrators.

Dealing with implicated government officials should, however, not be the sole area on which anti-corruption efforts focus. The private sector should also come to the party and ensure that it does not engage in unethical business practices that can compromise the integrity of the 2010 World Cup. It is, therefore, encouraging to note that the third National Anti-Corruption Summit held in August 2008 also resolved, among others, that there should be a strengthening of measures to deal with price fixing and collusive tendering.⁴³

These practices are viewed as being tantamount to theft and their sole purpose is to maximise profit.⁴⁴ This suggests that even in instances where public servants are committed to acting with integrity, they may still find their departments falling prey to corrupt business service providers who undermine competitive practices. There is thus a need for vigilance on these matters, especially because these practices are said to be more common in tenders involving engineering and construction projects,⁴⁵ the very projects that are likely to form the biggest slice of 2010 infrastructure renewal work.

Ultimately, what is important is to have an effective anti-corruption partnership between government, business and civil society. It is only when such a collective approach is put in practice that irregular acts such as bribes, collusive tendering and non-compliance with policy prescripts will be dealt with decisively. Although the National Anti-Corruption Forum (NACF) remains a good example of such partnership, the PSC is concerned that its effectiveness is compromised by an apparent lack of commitment from its sector members, which manifests itself in poor attendance of important engagements of the Forum.⁴⁶ The PSC

41 Republic of South Africa. Public Service Commission. *State of the Public Service Report, 2008.*

42 Information as contained in the Case Management System of the Public Service Commission as at 31 March 2008.

43 National Anti-Corruption Forum. *Media Release on Resolutions of the Third National Anti-Corruption Summit.* 5 August 2008.

44 Mokoena, N. *Impact of Price Fixing on Communities.* Competition Commission. *Presentation to the Third National Anti-Corruption Summit.* August 2008.

45 Ibid.

46 Ramsingh, O and Dobie, K. *Case Study on the South African National Anti-Corruption Forum.* Undated.

believes that this remains an unresolved matter and that it is unfortunately putting the success of the NACF at risk.

As part of keeping the momentum for collective action between government, civil society and business alive, it is also important that all stakeholders should annually celebrate the International Anti-Corruption Day to rededicate themselves to the noble objectives of the United Nations Convention Against Corruption, and to strengthen their individual and collective actions against corruption.

Towards 2010 and Beyond

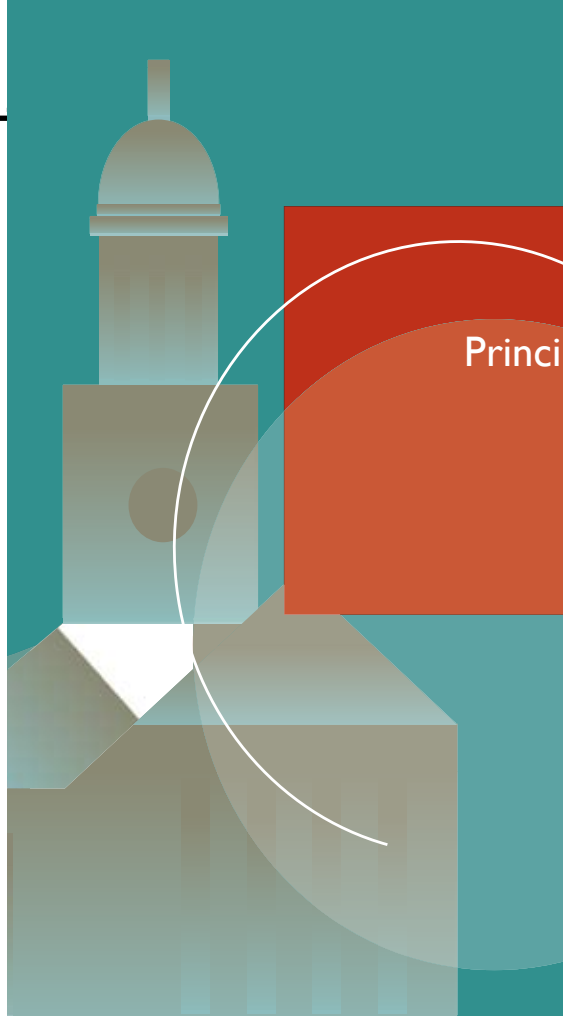
The PSC has previously pointed out that in order to buttress the ethical infrastructure of the country, it would be important to consolidate what already exists and also put in place a more integrated National Integrity System. This is necessary because although important building blocks have been put in place “their impact is compromised if they are not located within a coherent national system which reflects how the different efforts relate to and complement one another.”⁴⁷ One of the resolutions of the Third National Anti-Corruption Summit was that the National Anti-Corruption Forum should establish a task team to urgently consolidate and articulate a National Integrity System. This resolution should be pursued as a matter of urgency to ensure that the country can benefit from a more synergised and better coordinated system of promoting integrity.

In the short to medium term, however, the importance of allocating resources to beef up the minimum anti-corruption capacity of departments cannot be over-emphasised.⁴⁸ Lack of this capacity remains at the heart of many of the weaknesses departments continue to experience, and if the country is really serious about building an integrity-driven Public Service, certain trade-offs will have to be made to free up resources so that departments can invest in building the required anti-corruption capacity.

Given the concerns that the PSC has raised regarding the functioning of the NACF, the sectors involved should honestly reflect on the weaknesses of the partnership, and find ways to renew and put into practice their commitment to the noble objectives of the Forum.

⁴⁷ Republic of South Africa. Public Service Commission. *State of the Public Service Report 2008*.

⁴⁸ Note: In January 2002, Cabinet approved, as part of the Public Service Anti-Corruption Strategy, that departments should ensure that they meet specific minimum anti-corruption requirements. The requirements include fraud and risk management plans, functional fraud reporting mechanisms, and on-going training of employees.



Principle 2

Efficient, Economic and Effective use of Resources must be Promoted

Efficiency, economy and effectiveness are essentially about the creation of public value. In addressing the expected additional service delivery demands that the 2010 World Cup will place on the Public Service, the creation of public value should not be compromised. The Public Service has improved the effectiveness of some of its services, such as turn around times in the processing of travel documents. However, there are other areas which still require further work. These include improving the quality of our passports to eliminate their fraudulent use, and strengthening the quality of our Emergency Medical Servicers. Over- and under-spending is overall also being kept to a minimum, but the Public Service needs to continue to deepen its interrogation of the quality of spending in order to ensure more value for the public.

Introduction

The leveraging of public resources to deliver services as best as possible remains at the heart of efficient, economic and effective public administration. At a practical level, some may hold the view that this requires the Public Service to 'do more with less', but the reality of the situation is that 'more' is not just an expression of quantity. Instead, it is about creating public value by delivering public programmes that can collectively benefit citizens in the short, medium and long term. As Minister Trevor Manuel reminds us, "It is what the money buys that matters, and fixations with the size of deficits or surpluses are illusory detours".⁴⁹ Public officials will, therefore, need to have a grounded understanding of what this means in practice for the respective mandates of their departments.

Such a grounded understanding is particularly important in the context of the World Cup where the volume of service delivery is expected to be unusually high, and where a balance between short term gains and long-term consequences is critical. In this regard, public officials need to appreciate that although the World Cup will be over in a matter of a few weeks, the impact of the way public resources are used for the event will linger long after 2010. Therefore, the issue is not just about capacity to timeously spend the resources that have been allocated. In fact, over the years, the Public Service has improved its ability to spend its budget on time, with levels of underspending going down significantly. What is more important now is to ensure that the public really gets value for money out of the resources spent. With reports indicating that there are cost over runs relating to World Cup infrastructure projects,⁵⁰ it is even more crucial that each additional cent allocated is spent in as effective a manner as possible.

Focus on effectiveness and better management of public funds is imperative given the resource constraints that the country is expected to face as a result

⁴⁹ Manuel, T. Minister of Finance. Republic of South Africa. Budget Speech 2009. 11 February 2009.

⁵⁰ Republic of South Africa. National Treasury. Medium Term Budget Policy Statement. 2008.

of the global financial crisis, which, some have argued, could be the worst since the Great Depression of the early 1930s.⁵¹ In this regard, it is estimated that global economic growth will slow down to 0,5% during 2009, and that financial losses will escalate to more than US\$3,6 trillion.⁵² The scarcity of financial resources will thus become an even more pertinent consideration.

**Efficiency,
Effectiveness,
Economy and
the State of
Readiness
for 2010 and
Beyond**

Apart from its primary responsibility of service delivery to the public, government will have to meet the additional service demands that will be associated with hosting the World Cup. For example, it is expected that about 1.3 million tourists will pass through our ports of entry,⁵³ placing a huge increase on the workload of the Department of Home Affairs around movement. The readiness of the Department to meet these service delivery expectations in an efficient, economic and effective manner becomes pertinent, particularly given that its service delivery track record has generally not been good.

However, it needs to be acknowledged that there is encouraging progress in the way the Department of Home Affairs is delivering services. For example, reports indicate that the processing of Identity Documents has improved significantly from a one hundred and eighty days to a forty days turn around time.⁵⁴ At the level of the Department's preparations for the 2010 World Cup, measures have also been put in place to ensure progress in this regard.⁵⁵ More specifically, the Department has developed a plan to process travel documents for the additional influx of visitors for the 2010 FIFA World Cup, and to improve movement control systems by increasing the number of permanent immigration officers from 814 to 1 668.⁵⁶ In December 2008, a total of 161 Immigration officers graduated from the South African National Academy of Intelligence and were ready for deployment in the Department.⁵⁷ This is an important although very small addition to the staff complement of the Department considering the target of 1 668 Officers specified in the strategic plan.

A PSC study has also found that the Department has developed detailed plans to address recurring capacity constraints in the areas of human resources,

51 United Nations. *World Economic Situation and Prospects*. 2009.

52 Industrial Development Corporation. *Overview of Recent Developments in the Global and South African Economy*. 24 February 2009.

53 Republic of South Africa. Department of Environmental Affairs and Tourism. *2010 Soccer World Cup Tourism Organising Plan*. November 2005.

54 Financial Mail. "Home Affairs Change Agents", 5 December 2008.

55 Republic of South Africa. Department of Home Affairs. *Strategic Plan. 20056-2009/10*.

56 Ibid.

57 Republic of South Africa. Department of Home Affairs. *Media Release*. 8 December 2008.

technology and infrastructure and more specifically in terms of processes aimed at facilitating the improvement of services rendered to prospective visitors during the 2010 FIFA World Cup event.⁵⁸ Careful monitoring by the Department will be crucial to ensure that the plans indeed address these challenges.

While the above progress is noteworthy, the Department would need to ensure that it does not only focus on turn around times for issuing travel documents, but also on the quality and credibility of the documents issued. Given that the United Kingdom has now imposed visa requirements on South African passports because these tend to be vulnerable to fraudulent use⁵⁹, there is reason to be concerned about the quality and credibility of our travel documents and measures to address this are an urgent priority.

A further priority would be to improve the time taken to manage the entrance of visitors at Ports of Entry. The PSC has found that sometimes delays are experienced due to the number of counters that are opened for a service at a time, and especially at Ports of Entry such as Beit Bridge, a lack of proper queue management systems.⁶⁰

In addition to effective movement control, a service that FIFA and sports tourists would require South Africa to offer effectively is safety and security. A focus on the readiness of the South African Police Services (SAPS) is thus critical. To this end, the PSC conducted announced inspections to assess the state of readiness at the designated police stations which are located in the vicinity of the stadia where the World Cup games will be played.⁶¹ The PSC found that SAPS has developed a National Safety Plan for 2010 and for the general safety of South African citizens. The Plan deals with, among others, how SAPS intends to strengthen its work on priority crimes, VIP Protection, Border Security, Tourism Security and City Security.⁶² However, the PSC also found a lack of awareness among senior Police Station officials regarding the details of the National Safety Plan and the implementation thereof. It is possible that these details may have been kept as classified information for security reasons, but the PSC expected to find evidence that there is progress in

58 Republic of South Africa. Public Service Commission. Report on the Evaluation of Service Delivery at the Department of Home Affairs: Visa Applications and port Control. December 2008.

59 British High Commission in South Africa. "New Visa Requirement for the UK". <http://ukinsouthafrica.fco.gov.uk/en/newsroom>. Downloaded on 25 March 2009.

60 Republic of South Africa. Public Service Commission. Report on the Evaluation of Service Delivery at the Department of Home Affairs: Visa Applications and Port Control. December 2008.

61 Republic of South Africa. Public Service Commission. Report on Inspections of Service Delivery Sites in the South Africa Police Service. October 2008.

62 Ben Groenewald. PowerPoint Presentation to the Public Service Commission. 20 August 2008.

boosting of capacity at the Police Stations to indicate that some improvements are being effected. It is hoped that the roll-out of the plan will be timely and that the necessary capacity will be put in place in time for the 2010 and even be sustained beyond that. Without this capacity, the effectiveness with which services will be delivered may be compromised.

Linked to safety and security is the effective provision of medical and health care services. As one of government's guarantees to FIFA, the Minister of Health committed to FIFA that the infrastructure of the South African National Health System, especially a comprehensive medical service (including 24-hour emergency medical treatment) and disaster management would be put at the disposal of the 2010 FIFA World Cup in the cities where the games will be played.⁶³

An important part of the health infrastructure that must be availed during the World Cup is an effective Emergency Medical Service (EMS). The EMS is a particularly critical pillar of the Health Care System and its effectiveness and efficiency can literally be the deciding factor between life and death. The recovery and survival of victims of trauma from shootings, motor vehicle collisions, assaults, violence and those who suffer from illness such as strokes, asthma and cardiac emergencies cases depends on the EMS and would be compromised in its absence.⁶⁴

In order to determine the efficiency and effectiveness of the EMS and its readiness to support the 2010 Soccer World Cup, the PSC found it necessary to assess the actual experiences of EMS practitioners in the delivery of services to the public.⁶⁵ Overall, the EMS staff themselves felt that their service was not accessible and that the waiting time for a response to calls was below average. The challenges identified included inadequate staff, medical equipment and operational vehicles. The Norms and Standards developed by the National Committee on Emergency Medical services indicate that an emergency vehicle must be available to respond within 15 minutes in an urban area and 40 minutes in a rural area.⁶⁶ With all the challenges facing EMS in the country, it becomes difficult to live up to these norms and standards at all times. Clearly, here is a compelling case for government to take urgent steps not only because of the World Cup, but because the well-being of citizens matters and should be

63 Republic of South Africa. Government Communication and Information System. Health and Medical Services. www.sa2010.gov.za/print/532.

64 Republic of South Africa. Free State Provincial Government. Emergency Medical Services Launch. www.polity.org.za.

65 Republic of South Africa. Public Service Commission. Report on the Assessment of the Provision of Emergency Medical Services. November 2008.

66 Ibid.

assured at all times. The National Department of Health as well as most of the host cities, have, however, remained positive about the readiness of the EMS for 2010.⁶⁷

Ultimately, any plan to improve the state of readiness will have to involve scaling up capacity and spending the resources that are assigned for this purpose in an accountable manner. Against this background, the PSC believes that it is important to always examine whether departments are able to spend the funds that are allocated to them. Unless departments manage to spend their resources, it cannot be expected that their respective mandates will be carried out as required.

Table 4 Trends in over- and under spending from 2005/06 – 2007/08⁶⁸

National/ Provincial	Expenditure 2005/06			Expenditure 2006/07			Expenditure 2007/08		
	Adj Budget R'000	Adj Exp	% Dev	Adj Budget R'000	Adj Exp	% Dev	Adj Budget R'000	Adj Exp	% Dev
National Departments	422,963	416,684	1,5	476,329	470,156	1,3	533,873	542,117	-1,5
Eastern Cape	23,946	23,642	1,3	27,530	26,923	2,2	30,608	30,287	1,1
Free State	11,112	10,684	3,9	11,883	12,297	-3,5	13,427	13,303	0,9
Gauteng	27,631	27,107	1,9	35,136	34,748	1,1	42,143	41,406	1,8
KwaZulu- Natal	33,340	33,321	0,1	37,429	36,955	1,3	44,537	44,802	-0,6
Limpopo	21,375	20,914	2,2	23,722	23,908	-0,8	25,125	24,715	1,6
Mpumalanga	12,035	11,610	3,5	12,832	12,690	1,1	16,846	16,270	3,4
Northern Cape	3,998	3,955	1,1	4,510	4,569	-1,3	5,998	5,933	1,1
North West	13,535	13,144	2,9	15,532	15,017	3,3	15,558	15,264	1,9
Western Cape	16,992	16,767	1,3	19,458	18,850	3,1	21,682	21,524	0,7
Total for Provincial	163,964	161,144	1,7	188,031	185,957	1,1	215,924	213,504	1,12
Total for the Public Service	586,927	577,828	1,6	663,360	656,113	1,1	749,797	755,621	0,78

⁶⁷ Ibid.

⁶⁸ Republic of South Africa 2008, National and Provincial Budget Review Reports. National Treasury, Pretoria.

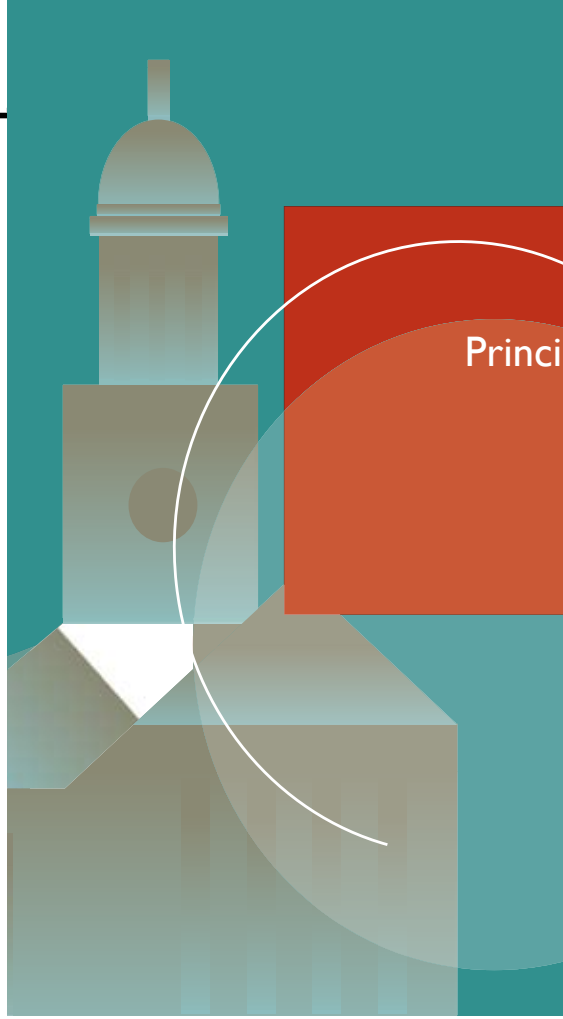
Table 4 shows that there have been minor fluctuations in terms of over- and underspending at both national and provincial level, with the overall rate being 0,78% of the budget compared to the 1,6% and 1,1% experienced in 2005/6 and 2006/7, respectively. An outlier is the province of Mpumalanga where overall underspending increased from 1,1% in 2006/7 to 3,4% in 2007/8. However, the overall picture suggests that material underspending is not a serious challenge for the Public Service any more. A critical concern, however, is that in terms of some of the individual departments that are critical for the hosting of the World Cup, notable underspending levels still remain. For example, the 2006/7 figures show that for each of the Departments of Sports and Recreation in Gauteng, Mpumalanga and North West, the level of underspending was 5%.⁶⁹ During the same period, their Eastern Cape counterpart had a 4,5% underspending. Between themselves, these four departments underspent well over R40m. All these are host provinces for the World Cup, and funds underspent in this manner could represent another opportunity for the Public Service to ready itself for the event.

Where such significant amounts are under spent, it can be an indication of poor planning on the part of the departments involved. Indeed, such poor planning can further be attested by the fact that government has continued to experience cost overruns with respect to its infrastructure spending for the World Cup. This has resulted in National Treasury having to make additional budget allocations, and one cannot rule out the possibility of further overruns being experienced as preparations for the World Cup continue. This suggests that there may not have been adequate planning for this infrastructure and will possibly put pressure on other spending priorities of government.

Towards 2010 and Beyond

There are encouraging signs that suggest that government is giving attention to the gaps that undermine the ability of the Public Service to use resources in an efficient, economic and effective manner. Moving forward, it is going to be necessary to concentrate on the areas of staffing, training and the refinement of applicable systems and procedures to ensure readiness for 2010 and beyond. Importantly, the training that is provided should also include soft skills so that despite the resource constraints that may exist, the public should still experience appropriate levels of courtesy when they interface with government. In addition, the improvement of applicable systems should not just focus on turn-around times only, but should also ensure better quality in terms of the products and services that are provided.

⁶⁹ Republic of South Africa 2008, *National and Provincial Budget Review Reports*. National Treasury, Pretoria.



Principle 3

Public Administration must be
Development Oriented

While the hosting of the World Cup may be expected to bring material benefits, the country should not lose its focus on building sustainable institutional capacity to support long term development. A key development priority remains the reduction of poverty and income inequality, although the proportion of people living below the poverty line has decreased over the last 10 years. Much of the progress made has ridden on the back of strong economic growth. However, given the current global economic crisis, government should take advantage of opportunities created by the World Cup to sustain the momentum of its development initiatives. The impact of the initiatives can also be further optimised by, among others, improving alignment and integration between them. This, however, requires public officials who fully understand the role of the Public Service in poverty reduction, which research has shown is not always the case.

Introduction

There are generally high expectations that the hosting of the 2010 World Cup will have developmental benefits for the country and will strengthen efforts to reduce poverty.⁷⁰ However, some caution has also been expressed that stakeholders should not become unrealistic about the contribution the event can make to national development. As Pillay and Bass argue, a meeting of minds to shape a collective vision about 2010 would have agreed that "...2010 would create jobs, but not solve unemployment problems; that it would improve the public transport system, but not solve the public transport problem; that it would help accelerate service delivery in some of the urban townships, but only marginally...".⁷¹

What the above cautionary remarks suggest is that there needs to be an appreciation that while the hosting of the World Cup may bring material benefits, the country should not lose its focus on building institutional capacity to promote development. With the current global economic crisis, the economic growth on which the country's development interventions have ridden to date can be expected to decline, and capacity to sustain the momentum of the interventions even under these conditions will be critical. Hosting the World Cup is an opportunity to boost this capacity through, among others, job creation, infrastructure development, and the gaining of skills and experience on large scale project planning and implementation.

70 Pillay, U and Bass, O. *Mega-events as a Response to Poverty Reduction: the 2010 FIFA World Cup and its Urban Development Implications*. *Urban Forum*, 2008 (19), pp 329 to 346.

71 *Ibid.*

Development Orientation and the State of Readiness for 2010 and Beyond

Government has over the years intensified its poverty reduction efforts.⁷² A number of new initiatives have been introduced in this regard, including the Expanded Public Works Programme, the provision of Free Basic Services and No-Fee Schools, among others.⁷³ With the intensification of all these efforts, the country has seen poverty declining over the last few years. For example, the proportion of people living below the poverty line of R367 a month declined from 53% in 1996 to 41% in 2007.⁷⁴ This suggests that there are now fewer people living in poverty than there were in 1996. In addition, unemployment according to the narrow definition has decreased from 29,4% in 2001 to 23% in 2007.⁷⁵ With the hosting of the World Cup, there are expectations that more jobs will be created, thus impacting further on poverty in the country. For example, a study conducted in 2003 estimated that the event would create 159 000 new jobs.⁷⁶ At the time the study was done, it was probably not envisaged that there would be a global economic crisis which would even lead to the conclusion that in South Africa "...growth will come down to levels we haven't seen since the 1990s".⁷⁷ Caution should thus be exercised when estimating the number of jobs that can realistically be created in the current climate.

The PSC has continuously acknowledged that while they are not sustainable as a stand alone poverty reduction intervention, social grants have been one of the most effective measures to reduce poverty. This view is further corroborated by research which shows that income inequalities tend to be lower in countries that spend more on social transfers.⁷⁸ The number of people receiving social grants has increased from 2,4 million in 1996/97 to over 12 million in 2007/08, with child support grants comprising a bigger share of this figure.⁷⁹ Government intends to expand the scope of child support grants until they include children who are 18 years old.⁸⁰ It can thus be expected that the total expenditure (which stands at R75,3 billion for the 2008/9 financial year) will continue to increase.⁸¹ Given that social grants are said to provide recipients who are looking for work with the resources and security to search for jobs,⁸² it is hoped that some of the

72 Republic of South Africa. The Presidency. *Towards an Anti-Poverty Strategy for South Africa. A Discussion Document. September 2008.*

73 Republic of South Africa. Public Service Commission. *State of the Public Service Report. 2008.*

74 Republic of South Africa. Presidency. Policy Coordination and Advisory Services. *Development Indicators 2008.*

75 The narrow definition includes people who are unemployed and have been seeking employment in the last two weeks.

76 Mabugu R and Mohamed, A. *The Economic Impacts of Government Financing of the 2010 FIFA World Cup. University of Stellenbosch. Stellenbosch Economic Working Papers 08/08.*

77 Business Report. "Perils Lie Ahead, Warns Mboweni". 6 February 2009.

78 International Labour Organisation and the International Institute for Labour Studies. *World of Work Report. Income Inequalities in the Age of Financial Globalization. 2008.*

79 Republic of South Africa. Presidency. Policy Coordination and Advisory Services. *Development Indicators 2008.*

80 Republic of South Africa. Department of Social Development. *Strategic Plan. 2008 - 2011.*

81 Manuel, T. Minister of Finance. Republic of South Africa. *Budget Speech. 2008.*

82 Skweyiya, Z. *Opening Remarks at the Launch of Report on the Economic and Social Impact of Grants. 10 December 2004.*

grant beneficiaries will indeed exploit relevant opportunities that emerge as a result of the World Cup.

With the impact of the global financial crisis now expected to be felt by developing and transitional economies, the role of government spending will become even more important in reducing poverty and achieving the MDGs. In other countries, governments have already made substantial financial injections to cushion their economies from the effects of the crisis, and this is in recognition of the fact that spending is crucial to facilitate economic recovery.⁸³ In South Africa, the hosting of the World Cup is, in a way, a blessing in disguise because it has resulted in government injecting substantial resources into infrastructure development. These resources should help stimulate some economic activity. Other measures have been announced by President Kgalema Motlanthe to further minimise the impact of the crisis on South Africa. These include increased spending on investment projects, an intensification of public sector employment programmes, counteracting excessive decreases in private sector investment, and sustaining social expenditure.⁸⁴ Subsequent budget speeches made by the Minister of Finance and his provincial counterparts have since committed specific amounts of resources to these interventions announced by the President.⁸⁵

The above interventions are consistent with the Draft Anti-Poverty Strategy for South Africa,⁸⁶ although the PSC is concerned that despite poverty reduction being a critical priority, it has taken the country fourteen years to come with the draft Strategy. As these measures take off, it is going to be critical for government to optimise their success by ensuring that there is better coordination between different state entities. The importance of coordinated action cannot be overemphasised during this period of scarce resources, especially considering that integrated planning and implementation has remained a challenge for government.⁸⁷

An important step towards improving integrated action in poverty reduction is government's War on Poverty Campaign. The proposal for the Campaign was adopted by Cabinet as part of Government's Apex Priorities and announced by the former President, along with other projects, in the State of the Nation

83 *The Independent*. What's the US Rescue Package all about? <http://www.independent.co.uk/news>. Downloaded on 9 February 2009.

84 Motlanthe, K. President of the Republic of South Africa. *State of the Nation Address to the Joint Sitting of Parliament*. Cape Town. 6 February 2009.

85 Note: See for example, Manuel, T. Minister of Finance. *Republic of South Africa. Budget Speech 2009*. 11 February 2009.

86 *Republic of South Africa. The Presidency. Towards an Anti-Poverty Strategy for South Africa: a Discussion Document*. September 2008.

87 *Republic of South Africa. The Presidency. Towards a Fifteen Year Review. Synthesis Report. A Discussion Document*. October 2008.

Address. The Campaign was launched on 13 August 2008 in the Free State, and will involve, inter alia, a survey of households in selected districts in South Africa, collecting information on the socio-economic circumstances of the households, assessing the needs of the households, preparing community profiles, and matching the household and community needs to a basket of government services. If properly implemented, this approach will, over time, provide a useful model of coordinated action towards poverty reduction.

A further initiative that government has instituted to improve integrated and coordinated development is the Integrated Sustainable Rural Development Programme (ISRDP). The ISRDP was introduced to reduce rural poverty through a process that coordinates resources and activities from all the three spheres of government.⁸⁸ In an evaluation of this programme the PSC found that putting into practice the concepts of integration and coordination and the related institutional mechanisms remained a challenge for the programme and that managers themselves were still struggling to understand how such application could be achieved.⁸⁹ This observation should come as a concern given that, in its nature, the hosting of the 2010 FIFA World Cup requires public officials to coordinate effectively not only among themselves, but also with parastatals, civil society and business. It is, therefore, important for these public officials to transcend the bureaucratic and cultural barriers that inhibit effective integration.

In addition to improving alignment and coordination, more attention should also be paid to monitoring the progress made towards poverty reduction. An important initiative that government has embarked on in this regard to create a common reference point for monitoring has been the introduction of a proposed national poverty line for the country.⁹⁰ Although the process of finalising the introduction of the poverty line experienced a set back as some of the parties within the National Economic Development and Labour Council (NEDLAC) felt that there had not been sufficient consultation on the matter,⁹¹ it remains important to ensure that the country puts in place such a poverty line as a matter of urgency. Otherwise strategies to uplift the poor through taking advantage of opportunities created by hosting events such as the FIFA World Cup become compromised as stakeholders may not have a common understanding of who the poor are. Indeed, there is even a view that estimates

88 Mbeki, T. President of the Republic of South Africa. *The State of the Nation Address*. February 2001.

89 Republic of South Africa. Public Service Commission. *An Evaluation of the Integrated Sustainable Rural Development Programme*. Unpublished.

90 Republic of South Africa. Statistics South Africa and National Treasury. *A National Poverty Line for South Africa*. 21 February 2007.

91 Powell A. *Black Sash Slams Stats SA over Poverty Line Process*. Cape Times. 25 March 2008.

of the number of people living in poverty can actually vary between 8,1% and 70,4%, depending on how you define and measure poverty.⁹²

While such work continues, the PSC believes that, in addition, it would be equally important for the Public Service to promote a deeper understanding of its role in development and poverty reduction. It would not help to simply have a common understanding of what poverty is and who the poor are while at the same time departments do not seem to have a clear and common understanding of what their respective roles are in the fight against poverty. In this regard, the PSC noted with concern that out of the 25 Departments in which it applied its Transversal monitoring and Evaluation System in 2008/9, ten (10) of them indicated that they should not be assessed in terms of their contribution to poverty reduction initiatives because they believed that such initiatives did not form part of their respective mandates. If officials cannot readily associate their work with a fundamental cross-cutting government priority such as poverty reduction, the PSC believes it would even be more difficult for these officials to appreciate how the hosting of the FIFA World Cup can support government's development objectives.

In an attempt to contribute towards a greater appreciation of the role of the Public Service in poverty reduction, in August 2008 the PSC launched a series of dialogues on poverty reduction strategies and interventions.⁹³ One of the key objectives of the series was to send a clear and strong message that poverty reduction forms a critical part of the work of the Public Service, and that as a result, public servants should see it as their duty to join hands with other role players to share experiences and jointly identify ways forward. Two such dialogues were held in 2008. The first of these was held under the theme Poverty and Women, while the second was held under the theme Poverty, Xenophobia and Access to Services. Both dialogues managed to attract participants from the Public Service, parastatals, non-governmental organisations, and academia. The series will continue in 2009, and public servants should make use of such opportunities to deepen their understanding of their role in poverty reduction.

Towards 2010 and Beyond

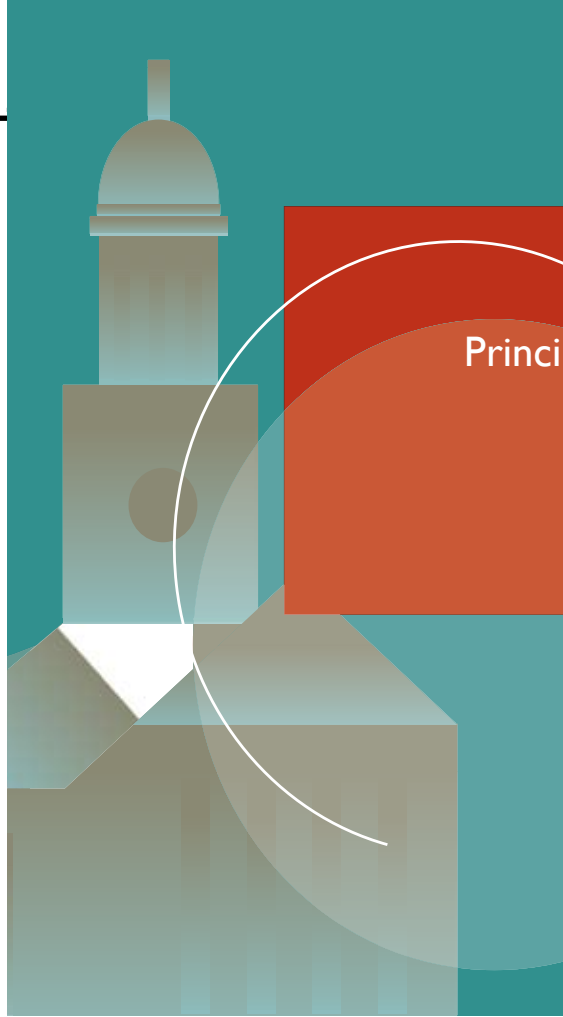
There are expectations that the 2010 World Cup will contribute towards efforts of creating a better life for South Africans. However, conscious steps will have to be taken to ensure that the poor can access the necessary opportunities emanating from the hosting of the event so that they can, to the extent possible, take advantage of these. In addition, measures to cushion

92 Burnett, P. *Drawing a Line on Poverty*. *Mail and Guardian*. 30 May – 5 June 2008.

93 Republic of South Africa. *Public Service Commission. The PSC Kick Starts a Series of dialogues on Poverty Reduction Strategies and Interventions*. Press Statement. 29 August 2008.

citizens from the impact of the global economic crisis should be pursued with vigor so that the achievement of the MDGs is not compromised.

Most importantly, the Public Service needs to show a deeper appreciation of its role in the promotion of development and the reduction of poverty and accordingly position its officials to play this role effectively. The MDGs and their specific targets are not just going to be achieved by officials doing one thing and then believing that by coincidence what they do will promote development. Deliberate and conscious action is required in this area.



Principle 4

Services must be provided Impartially,
Fairly, Equitably and without Bias

The effectiveness with which measures to advance impartiality, fairness and equity are implemented is still uneven. Part of the challenge lies in the enabling legislation itself not being prioritised and the fact that there is no evidence of concrete sanctions for non-compliance. Vestiges of inequality persist even in those areas where there is a conscious effort to redress the imbalances. What is increasingly becoming clear is that opening up access to opportunities may not in itself always be enough to promote equity. The hosting of the World Cup must promote equity by opening up opportunities for all groups, but it will be important to ensure that such access also translates into optimal use of the opportunities.

Introduction

The Constitution requires public servants to treat citizens equally when administering the laws of the country, except where the law requires differential treatment to promote goals such as redress and equity.⁹⁴ In giving effect to this requirement, it is important for public servants to both act and be seen to be acting impartially. This requires transparency in the actions of public servants so that the public can appreciate why and how such actions are taken.

In the context of hosting the 2010 World Cup, the issue of promoting and being seen to promote fairness, impartiality and equitable access to the opportunities presented by the event becomes important. It can be expected that the eyes of the public will be watching to establish whether these opportunities end up benefiting certain groups more than others. Government institutions should, therefore, use the hosting of the event to re-examine their practices in this regard and close the gaps that may still exist. Without such introspection, the hosting of the World Cup may become a testing moment which exposes the weaknesses of existing practices rather than serve as an opportunity to improve the effectiveness of the mechanisms for complying with this Constitutional principle.

In reflecting on its practices relating to fairness and impartiality, the Public Service would also need to increasingly appreciate that promoting access to opportunities may not always be enough to achieve redress and equity. There are instances where, due to socio-economic factors, people may not be able to optimally utilise the opportunities that have been availed to them. For instance, due to low levels of economic literacy and entrepreneurial education, some individuals may have access to but still not be able to optimally make use of the opportunities availed by the World Cup. It is incumbent on the Public Service to ensure a rounded appreciation of these contextual realities and their significance for efforts to improve fairness and equity in service delivery.

⁹⁴ Note: Taking the necessary measures to advance persons previously disadvantaged by policies of inequality is not regarded as unfair discrimination, and this is provided for in the Promotion of Equality and Prevention of Unfair Discrimination Act of 2000, Government Gazette Vol 416 Number 20876.

Impartiality, Equity and Readiness for 2010 and Beyond

The commitment to fairness, impartiality and equity has remained an important feature of all key policies of government. Over the years, conscious efforts have been taken to eliminate obstacles to equity and to ensure a lack of bias in the provision of services. Increasingly, however, government is being faced with the challenge of not just being fair, but rather being seen to be fair as well. This has become particularly evident with the recent xenophobic attacks in the country which certain analyses have attributed to perceptions of preferential treatment of foreign nationals in the provision of service such as housing.⁹⁵ Although concrete evidence which suggests that such preferential treatment has indeed been practised could not be obtained,⁹⁶ the fact that perceptions of unfairness are there is important enough to warrant the attention of the Public Service.

An important consideration for the Public Service to make is that government policy does make provision for foreign nationals to access services in the country. For example, the Social Assistance Act allows refugees to apply for and receive certain social grants.⁹⁷ The issue then becomes how the Public Service transparently handles applications for social grants received from locals so that foreign nationals do not end up being viewed as receiving preferential treatment. In this regard conscious efforts are necessary to dispel perceptions of unfairness and favoritism, and to ensure public confidence in the integrity of the service delivery decisions and processes of the Public Service. As a result of the current global economic crisis, it is possible that more foreign nationals may want to come to South Africa to, among others, take advantage of the opportunities created by the hosting of the World Cup, and there should not be perceptions that these are being unfairly favoured.

In addition to dispelling perceptions of unfairness, the Public Service will need to pay attention to the progress being made regarding achieving redress through equitable access to services. In this regard, there is evidence which suggests that access to opportunities may not always be enough to promote redress. Perhaps an area that best illustrates the need to go beyond access is that of the provision of education. Although the state spends the same amount of money on each child, the education outcomes still differ substantially between racial groups, indicating that there are factors other than access that still need attention.⁹⁸ For example, in a study conducted by the University of Cape

95 Public Service Commission. *Dialogue on Poverty Reduction Strategies and Interventions: Poverty, Access and Xenophobia. Issue 2. February 2009.*

96 Republic of South Africa. *Government Communication and Information System. Bua News. 20 June 2008.*

97 Republic of South Africa. *Department of Social Development. Social Assistance Act of 2004. Government Gazette Volume 518, Number 31356.*

98 Lam, D, Ardington, C and Leibbrandt, M. *Schooling as a Lottery: Racial Differences in Schooling Advancement in Urban South Africa. Southern Africa Labour and Development Research Unit. Working Paper Series 18. 2008.*

Town, it was found that "...84% of white students who were in grades 8 and 9 in 2002 successfully advanced three grades by 2005, compared to 44% of coloured students and only 32% of African students".⁹⁹ In the same study, it was found that almost all white students passed grade 12 on their first attempt compared to coloured and African students and that as high as 60% of white students passed with exemption, compared with 18% for African students. These findings underscore the importance of going beyond access and dealing with the substantive issues that may be impacting on the success of these public programmes. For example, learners from historically disadvantaged backgrounds may also be faced with the additional challenges of having to raise income for the family, look after siblings and obtain funds to meet the indirect costs of education such as transport.¹⁰⁰ All these contextual realities need to be appreciated if opportunities, including those created by the World Cup, are to be utilised meaningfully to benefit the poor.

A positive development which is likely to help address some of the above additional challenges is the good progress government has made with the provision of free basic services.¹⁰¹ Access to these services "...eases the burden on women and young girls of having to fetch water and carry firewood from distances, and reduces the labour of household chores".¹⁰² For school-going children, this means that they can focus more on their education rather than spending a lot of time on their domestic chores.

A further example that illustrates the inequities that still need to be addressed is with regard to the provision of resources for Primary Health Care (PCH). Indications are that there are still huge inequities in per capita spending on PHC in different districts.¹⁰³ These differences are partly attributable to differences in local government revenues, but they still are a source of concern. Generally, metropolitan districts are said to be financed at a rate that is 28% above other districts¹⁰⁴, and considering that the 2010 host cities are largely situated in such metropolitan districts, the possibility of World Cup revenue opportunities serving to further deepen the inequities should be avoided.

99 Lam, D, Ardington, C and Leibbrandt, M. *Schooling as a Lottery: Racial Differences in Schooling Advancement in Urban South Africa*. Southern Africa Labour and Development Research Unit. Working Paper Series 18. 2008.

100 Panday S, and Arends, F. *School Drop-Outs and Imprisoned Youths*. HSRC Review. Volume 6 (1). March 2008.

101 Note: access to potable water improved from 62% in 1996 to 88% in 2008, and during the same period access to electricity improved from 58% to 72%. These figures were reported by President K Motlanthe in his 2009 State of the Nation Address.

102 Republic of South Africa. *The Presidency. Towards a Fifteen Year Review. Synthesis Report: a Discussion Document*. October 2008.

103 Health Systems Trust. *South African Health Review*. 2008.

104 *Ibid.*

Taking these challenges into account, it should, therefore, be a cause for concern that departments are still not paying adequate attention to legislative provisions which seek to promote fairness, equity and lack of bias, such as the Promotion of Administrative Justice Act (PAJA). Through its Transversal Monitoring and Evaluation System, the PSC assesses departments to establish if there is evidence that administrative decisions are made in line with the prescribed procedures of PAJA. The average score obtained by the sampled departments on the implementation of the Act for the 2008/2009 research cycle was 2,24 (out of a total of 5), which suggests that departments were generally not able to provide the necessary evidence for compliance with the procedures of PAJA. In fact, critical departments such as Sports, Arts and Culture (Free State), Public Safety, Security and Liaison (Free State), Public Works (Mpumalanga) and Safety and Liaison (Eastern Cape), scored a zero because they could not provide any of the required evidence. Departments that did exceptionally well in this regard included Community Safety (Western Cape), Social Development (National) and Justice and Constitutional Development.

Implementing appropriate systems and procedures to adhere to the PAJA will ensure that critical decisions relating to the hosting of the World Cup are not later challenged for their unfairness and bias. For example, there are already concerns about the construction of the Mbombela Stadium which started in June 2007 with a budget of R15 million provided by the provincial government for its first phase.¹⁰⁵ The construction of the stadium is faced with a legal battle after a local community claimed that it had the rights to the land on which the stadium is being constructed. In June 2008, a Pretoria High Court judge accused provincial government of resorting to the same “shiny mirrors trick as early settlers to hoodwink a farmworker community out of their ancestral land”.¹⁰⁶ Such conclusions should be viewed in a serious light by government.

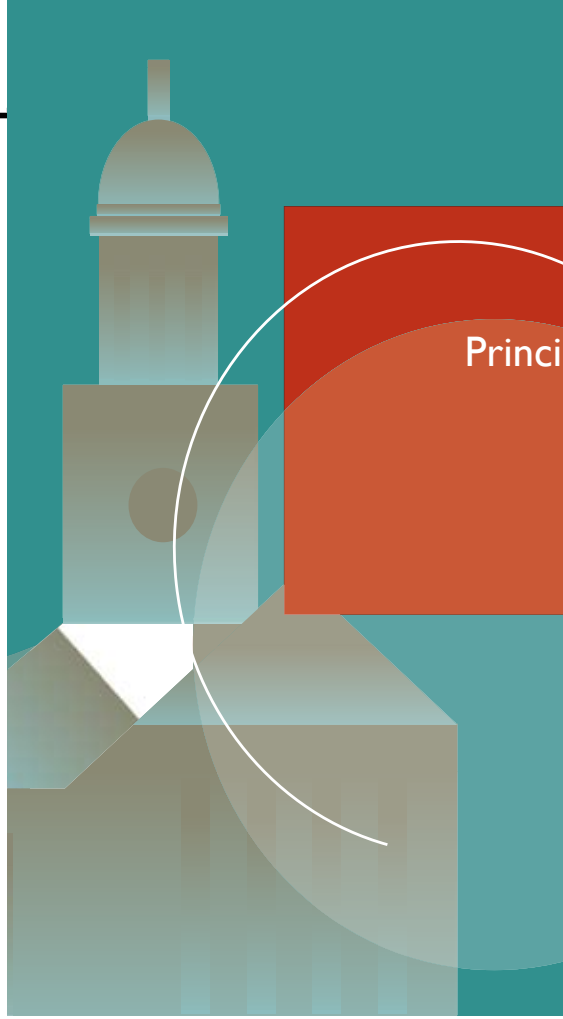
Towards 2010 and Beyond

The Public Service needs to take advantage of the elaborate frameworks and guidelines that exist to promote equity, fairness and lack of bias, and ensure that it improves its capacity to implement them. Manuals and training programmes are available on the implementation of PAJA, and there is no reason why departments should continue to show such inadequate levels of implementation.

Beyond these compliance considerations, the Public Service should also scrutinise its programmes to identify and address factors that may be inhibiting the closing of racial and gender gaps in the impact of the programmes.

105 Sakoana, T. 2008. *South Africa: Construction of Mbombela Stadium for 2010 Fifa World Cup to Kick-Start in June*. Online available http://www.nomadtours.co.za/2010_we_are_still_on_target_.html. Downloaded on 27 November 2008.

106 Arenstein, J. and Ntsaluba, G. 24 June 2008. *Judge slams town's attempt to grab communal land*. Online available: www.thestar.co.za, 24 June 2008 Edition 1. Downloaded on 27 November 2008.



Principle 5

People's needs must be Responded to
and the Public must be Encouraged to
Participate in Policy-Making

The xenophobic eruptions in May 2008 have highlighted inadequacies in the nature and extent of government-citizen engagement in the country. Part of the challenge is the apparent tendency to see the promotion of public participation as the domain of the executive and not public service officials. As a result, not enough attention is paid to building departmental capacity in this area, including the training to public servants. However, the mechanisms used by the Executive continue to grow strongly, providing a useful platform to engage citizens. As part of preparations for the World Cup, a number of innovative mechanisms were introduced to involve the public, from which departments could draw lessons.

Introduction

Participatory governance is the hallmark of a mature democracy and, as such, should be nurtured and promoted. When done meaningfully, participation helps to “reduce information gaps and to build consensus around policy, lead to smoother implementation of state policies, ensure accountability and transparency in governance, as well as to enhance the credibility and sustainability of programmes”.¹⁰⁷ The spate of service delivery protests experienced by the country in recent years suggests that there are still chasms in participatory governance, thus compromising consensus with communities and the smooth implementation of state policies. The need for improved citizens engagement thus remains strong. Public managers would need to ensure that they resist the temptation of sacrificing meaningful public participation at the altar of managerial freedom. Involving the public does not imply surrendering decision-making function,¹⁰⁸ and managers will still be expected to play their respective roles assigned to them by legislation.

The need for meaningful public participation becomes particularly important in the context of the FIFA World Cup. Government is using public funds to host the event, and citizens need to be taken on board regarding the arrangements being made for the event. Efforts to ensure a lasting positive impression are not the sole responsibility of government. The public will also be interfacing with the many sports tourists, and there must be a sense of collective ownership in the hosting of the event.

In addition to the World Cup, the coming financial year is also significant in that the country will be having its national general elections. There are trends which suggest that public confidence in government tends to be higher during election years, largely as a result of the intense engagement with citizens which takes place through election campaigns.¹⁰⁹ These trends should be taken in a serious light because they may be pointing to an emergence of a democratic

107 Edigheji, O. “Globalisation and the Paradox of Participatory Governance in Southern Africa: The case of the New South Africa”, in *African Journal of International Affairs*. Volume 7, Nos 1 and 2, pp 1-20. 2004.

108 Kollapen, J. “Public Participation in our Democracy”, in *New Agenda: South African Journal of Social and Economic Policy*. Fourth Quarter. 2008.

109 Republic of South Africa. *The Presidency. Towards a Fifteen Year Review. Synthesis Report: A Discussion Document*. October 2008.

deficit in-between elections, thus leading citizens to disengage from public governance, or to find their own alternative ways to register their views (including protests).

Public Participation and the State of Readiness for 2010 and Beyond

Earlier in 2008 the country experienced unfortunate incidents of violence which have commonly been regarded as xenophobic attacks. Research by the Human Sciences Research Council concluded that “the xenophobic violence in May 2008, but also the numerous protest actions over service delivery in many communities over the last year or two, is a clear indication there has been a breakdown in communication both between government and communities and within communities themselves.”¹¹⁰ Protests of this nature damage the image of government as a legitimate institution which, through responsive policies and their implementation, mediates diverse expectations, interests and needs of society.

There has, however, been certain encouraging public participation initiatives in the build up to the 2010 World Cup which are worth acknowledging. For example, the Official 2010 Poster was arrived at through a voting process involving the public.¹¹¹ The general public can, therefore, confidently say that they identify with and own the poster.

A further good practice introduced as part of the World Cup preparations is the ‘My 2010 School Adventure’, a campaign that is led jointly by the 2010 Local Organising Committee (LOC) and the national Departments of Education and Sport and Recreation.¹¹² Part of this initiative involves schools symbolically adopting a country whose national team would be participating in the World Cup. Once such a country has been adopted, all learners in the particular school are then required to learn more about the history and culture of the adopted country. This will not only help create a buzz about the World Cup, but it will also get learners to gain more knowledge.¹¹³ This is a creative way of promoting public participation in the events leading up to the hosting of the World Cup. Other departments could take a leaf out of the book of the LOC and the Departments of Education and Sports and Recreation in exploring creative ways to promote citizens engagement.

110 Shisana, O. *Accommodating Foreign Nationals in communities: Implications for poverty reduction*. Paper presented at a Dialogue on Poverty, Access to Services and Xenophobia hosted by the Public Service Commission. 20 August 2008. See also: Human Sciences Research Council. 2008. *Citizenship, Violence and Xenophobia in South Africa: Perceptions from South African Communities*.

111 2010 Poster a Symbol for Africa. <http://www.southafrica.info/2010/2010poster5.htm>. Downloaded on 29 January 2009.

112 Learners to take part in World Cup, <http://www.joburg.org.za/ffifaworldcup/content/view/full/3299/276/>.

113 *Ibid.*

Ultimately, whatever creative ways departments come up with, a critical issue would be to ensure that there is adequate capacity to facilitate effective public participation.¹¹⁴ Some departments have gone the route of establishing Public Participation Units, while others have decentralised public participation to individual line functions.¹¹⁵ None of these approaches will work effectively in the absence of the necessary finances, human resources and guidelines. In a sample of five national and eleven provincial departments studied by the PSC, it was found that 38% of them did not have any budgets allocated towards public participation, and that in those where such allocations were made they ranged from R1,1 million to R12 million.¹¹⁶ This shows the unevenness with which resources for public participation are prioritised.

The weaknesses in the current public participation initiatives are not just limited to budget constraints but the lack of skills development as well. For the Public Service to meaningfully play a role in the promotion of public participation, particular skills are required.¹¹⁷ Without the appropriate skills, public servants may not be able to facilitate meaningful engagement with citizens and overcome the dilemmas that often hinder effective public participation. A summary of these dilemmas is summarised in **Box 2** below:

Box 2: Dilemmas of Public Participation¹¹⁸

- Powerful and well organised citizens may drown out other voices
- The more open the engagement process, the more polarised the issues can become
- Public participation can introduce very long delays in decision-making
- Citizens can contribute to discussions based on an inadequate understanding of important economic realities, thus leading to bad decisions

Considering the dilemmas shown above, it is unfortunate that the building of a credible skills base among public servants to promote participatory governance has not been given adequate attention. In a study conducted by the PSC, it was found that in all the sixteen sampled departments, none of the officials responsible for public participation had been trained on how to effectively

114 Committee of Experts on Public Administration. *Participatory Governance: Engaging Citizens for Development, including the Millennium Development Goals (MDGs)*. Policy Brief No 1. Undated.

115 Republic of South Africa. Public Service Commission. *Report on the Assessment of Public Participation Practices in the Public Service*. December 2008.

116 Republic of South Africa. Public Service Commission. *Report on the Assessment of Public Participation Practices in the Public Service*. December 2008.

117 Republic of South Africa. Public Service Commission. *State of the Public Service Report*. 2006.

118 Adapted from Innes, JE and Booher, DE. "Reframing Public Participation: Strategies for the 21st Century", in *Planning Theory and Practice*, Volume 5 (4), pp 419-436. December 2004.

engage citizens in policy development and implementation.¹¹⁹ The PSC believes that part of the challenge here is that most of the mechanisms for public participation are essentially driven by the Executive, which perhaps creates the erroneous impression that public servants do not need the skills for citizen engagement. Although departments do report using a variety of public participation mechanisms, at the end of the day many of these are driven by the Executive and not public servants.¹²⁰

An initiative driven by the Executive whose value the PSC has consistently acknowledged is the hosting of *Izimbizo*.¹²¹ These public meetings through which the President, Deputy President, the Executive, Municipal Councils and officials engage with communities have, since their inception in 2000, become regularised. A study by the Human Science research Council (HSRC) has found that *Izimbizo* were a welcomed initiative and that enjoyed buy in from a range of stakeholders.¹²² However, the study also found that whilst *Izimbizo* helped to draw the attention of government to critical issues for communities, the success rate in addressing the issues is often hampered by poor intergovernmental relations. In this regard, the study found that high success rates were experienced with 'low complexity' issues which required intervention by the municipalities only, and that 'medium to high complexity' issues which required collective action across the three spheres of government seemed challenging to resolve. A positive observation coming out of this experience is that through public participation, the system of governmental relations has been tested and its weaknesses have been exposed for government to deal with.

Notwithstanding the positive aspects of the *Izimbizo* programme noted above, it needs to be appreciated that other mechanisms would need to be explored to deepen the nature and extent of participatory governance. Citizens are not necessarily a homogenous group, and they cannot always be expected to participate fully through only one form of engagement. As Nicola Hall¹²³ reminds us, there are at least four types of citizens and the ways in which you engage them may have to be varied.

119 Republic of South Africa. Public Service Commission. *Report on the Assessment of Public Participation Practices in the Public Service*. November 2008.

120 *Ibid.*

121 *The initiative an interactive programme in which the President, the Deputy President, the Executive, Premiers and Councillors communicate with ordinary South Africans on Government's Programme of Action and the progress being made*

122 Human Sciences Research Council. *Review of the Presidential Izimbizo Programme. Final Report Submitted to the Presidency*. December 2008.

123 Hall N. *Think Paper 6: The Participative Citizen*. European Commission. 23 January 2007.

Box 3: Types of Citizens¹²⁴

- Disengaged citizens – these include those who are apathetic or unwilling to engage, and those who choose not to participate because they prefer to be represented by others.
- Expert Citizens – these would like to participate because of their own life experiences and the personal expertise they bring to the discussions.
- Activist citizens – these participate in various public issues, often at both local and global level.
- Excluded citizens – these feel disempowered and lack the capacity to engage as a result of, for example, no access to information and information technologies such as the internet. They may also have no desire to use the information technologies where these exist.

Unless provision is made to ensure that the different types of citizens participate, the dilemmas referred to earlier in **Box 2** will rear their head. For example, faced with vociferous organised groups, the 'disengaged citizen' may withdraw even further and let the organised groups 'represent' him/her. A consideration that vividly illustrates the power of dominant groups is with regard to the nature and extent of women participation in Integrated Development Planning (IDP) processes at local government level.¹²⁵ In this regard, as a result of gender power relations, women end up not contributing to the discussions adequately. For example, in some areas "...traditional protocols remain very strong, and women are not expected to express their opinions unless they are asked specifically to do so, ..., [and they thus]...rely on other people to raise their concerns as a sign of respect to the male leadership".¹²⁶ Such constraints can lead to women disengaging from public participation processes.

One thing that all the above citizens need to have in order to engage openly with government is a sense that government treats them with respect and that their views are valued. Treating citizens with courtesy thus becomes important if government wants to enrich its public participation process. In a PSC study involving 2 national and 45 provincial departments, 55% of them rated themselves as either good or excellent when it comes to courtesy.¹²⁷

¹²⁴ Adapted from Hall N. *Think Paper 6: The Participative Citizen*. European Commission. 23 January 2007.

¹²⁵ Williamson A, Sithole P and Todes A. *Decentralising Voice: Women's participation in Integrated Development Planning Processes in Kwazulu Natal, South Africa*, Paper presented to Conference on the Place of Participation in a Decentralising South Africa, 20-21 November 2006.

¹²⁶ *Ibid.*

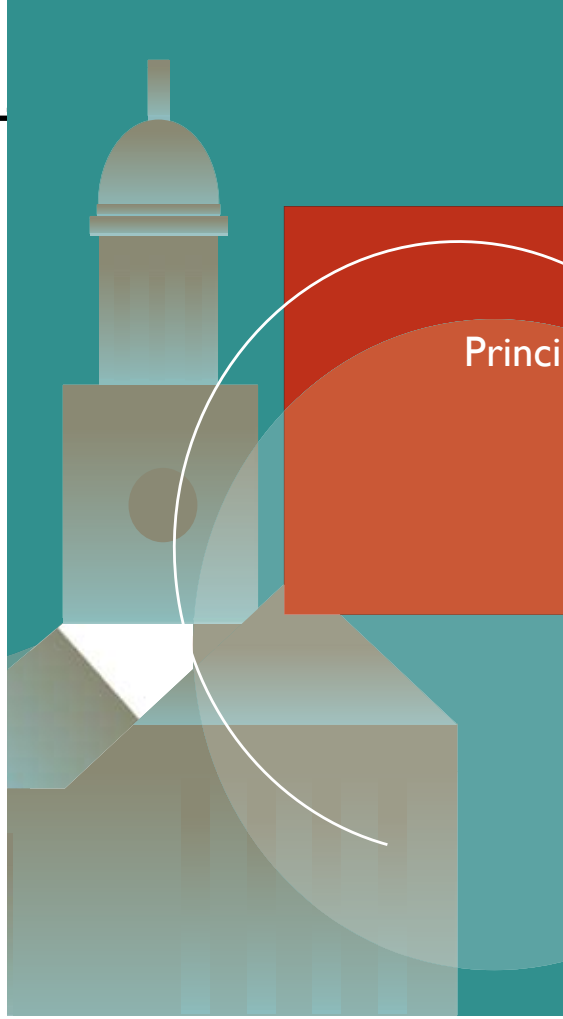
¹²⁷ Republic of South Africa. Public Service Commission. *Report on the Implementation of the Batho Pele Principle of Courtesy*. 2009.

However, there was no evidence of solid processes to monitor courtesy (including effective complaints handling mechanisms). The hosting of the World Cup is an opportunity to showcase how courteous our public servants are, but unfortunately our progress in ensuring that citizens are treated with respect and dignity has clearly not been enough. Part of the problem is that some departments have not found it necessary to develop and publish their standards on courtesy, and where these standards exist they tend to focus more on generic aspects such as how citizens are greeted, how staff should identify themselves to the public and the maximum response time to queries.¹²⁸ However important these issues are, they do not deal with the fundamental behavioural changes that are required such as treating people with respect and dignity.

Towards 2010 and Beyond

Government has already started to reflect on the effectiveness of the *Izimbizo* programme as a mechanism for citizen engagement. Lessons emanating from the evaluation should be given serious attention so that the necessary improvements can be effected. However, this stock-taking process should not be limited to *Izimbizo* only. Instead, there should be a conscious effort to look at what else can be done to deepen participatory governance in the country. Already, there are clear pointers for consideration and these should be attended to as a matter of urgency. For instance, guidelines for public participation should be put in place in each department. The guidelines should, among others, clarify what public participation means in the context of the mandate of the specific departments, who are the different stakeholders which the department will engage, how these stakeholders will be engaged, and how their inputs will be brought to bear on the policy making and implementation processes of the department. Different approaches are probably also required for participation at the service delivery level and participation at the policy level.

As part of preparations for hosting the 2010 World Cup, interesting examples of public participation have emerged, and the Public Service would need to draw lessons from these in order to improve future practice.



Principle 6

Public Administration must be
Accountable

Despite the many accountability mechanisms in place, implementation is not optimal. Basic requirements such as sound financial management and the timely completion of Performance Agreements are not always being met. These raise concerns about the risks for the Public Service regarding the management of resources for hosting the World Cup, and the extent to which officials will be held accountable for their role in this regard. What is even more worrying is the evidence which suggests that the Executive seems to condone non-compliance with government's accountability requirements through, for example, making decisions to grant financial rewards to public servants without conducting the necessary performance assessments.

Introduction

The Public Service must be accountable for how it disposes of its responsibilities. This mainly involves having to account for whether the objectives agreed to by government with citizens through the political process have been achieved and whether the money spent on these objectives has been spent economically, efficiently and effectively. These requirements for accountability equally apply to all the arrangements that have been put in place to ensure that the country hosts a successful 2010 World Cup. Huge public resources are invested in the event, and this also creates opportunities for dissipation of money into private pockets. The purpose of accountability is exactly to make sure that resources are used appropriately and that the service delivery objectives of government are achieved.

Over the years, a number of mechanisms for accountability have been put in place. These include performance management and development systems, departmental quarterly and annual reporting processes, and internal and external auditing requirements. The effectiveness with which these mechanisms are implemented remains uneven, and what is even more worrying is that no sanctions are imposed in cases of non-compliance. The macro-organisation of the Public Service is becoming more sophisticated as a result of the establishment of alternative service delivery units such as Thusong Centres¹²⁹ and government components,¹³⁰ and these together with the envisaged possible move towards a Single Public Service¹³¹ incorporating local government are likely to test the quality of government's accountability measures even further. The gaps that continue to exist in the accountability regime of the Public Service may not withstand this test, thus raising critical risks for government.

¹²⁹ Republic of South Africa. *Government Communication and Information System. Annual Report. 2007/2008.*

¹³⁰ Republic of South Africa. *Department of Public Service and Administration. Public Service Amendment Act No 30 Of 2007. Government Gazette Volume 511 Number 30675.*

¹³¹ Republic of South Africa. *Public Administration Management Bill. Government Gazette No 31113. 2 June 2008.*

Accountability and the State of Readiness for 2010 and beyond

One of the critical starting points for accountability is with regard to how public servants implement approved plans and service delivery activities and account for their implementation. In order to facilitate such accountability, Heads of Department (HoDs) are expected to sign and submit to the PSC Performance Agreements (PAs) aligned to departmental plans. **Table 5** below indicates progress with the submission of PAs to the PSC.

Table 5: Submission of PAs by HoDs¹³²

YEAR	NATIONAL			PROVINCIAL			% RECEIVED
	No. received	Number outstanding	No. of HoDs Acting	No. received	Number outstanding	No. of HoDs Acting	
2004/05	24	12	01	63	39	03	63%
2005/06	31	04	02	71	24	11	77%
2006/07	27	08	03	73	17	17	80%
2007/08	20	15	03	69	24	15	70%
2008/09	24	10	4	70	25	14	73%

In the 2007/08 financial year compliance with the submission of PAs by national and provincial departments stood at 70%, and this improved marginally to 73% in 2008/09. Considering that departments have signed guarantees for the delivery of certain services as part of the 2010 World Cup, and if HoDs fail to enter into PAs, it is doubtful whether their Executive Authorities will be able to hold them accountable for the delivery of these services.

A related concern is that PAs are also not optimally used as an effective management tool. Senior managers interviewed by the PSC on this matter indicated that the effective use of PAs is compromised by the fact that they are largely entered into for compliance purposes only, often contain poor content, and tend to be used by supervisors for punitive rather than developmental purposes.¹³³ The Public Service needs to heed these concerns and ensure that a better use of PAs can be promoted. Experiences from other countries suggest, for example, that PAs must be simple and not try to measure everything, and that they need to be supported by other complementary mechanisms of accountability.¹³⁴

¹³² Republic of South Africa. Public Service Commission. *Fact Sheet of Performance Agreements for the 2008/09 Financial Year: October 2008.*

¹³³ Republic of South Africa. Public Service Commission. *An Analysis of Performance Agreements as an Effective Performance Management Tool. December 2008.*

¹³⁴ *Ibid.*

Although the conclusion of PAs is but one indicator of accountability, the PSC believes that if compliance with one mechanism is not satisfactory, then it is possible that similar trends of delinquent compliance can exist with regard to other mechanisms. Indeed, the PSC has found that even the use of performance management as an accountability mechanism continues to receive inadequate attention. In the 2006/07 performance cycle 19 HODs of national departments out of 27 who qualified (70%) were evaluated (**Table 6**). At provincial level, 36 of the 73 qualifying HoDs were evaluated (49%).

Table 6: HoD evaluations for the 2006/7 performance cycle¹³⁵

Government	No. of HoDs qualifying to be evaluated	No. Evaluated	No. Not Evaluated
National	27	19	8
Eastern Cape	9	5	2
Free State	8	0	8
Gauteng	10	5	5
KwaZulu-Natal	11	4	7
Limpopo	6	3	3
Mpumalanga	8	1	9
Northern Cape	7	5	2
North West	7	6	1
Western Cape	7	7	0

There are thus unsatisfactory compliance levels with respect to the evaluation of HoDs, and they become an even more serious cause for concern considering that they also involve departments that are key to the successful hosting of the World Cup. The PSC believes that these compliance levels raise questions about how such managers can in turn be expected to ensure that the rest of the staff in their departments are held accountable for their performance. Indeed, in its ongoing monitoring of performance management in departments, the PSC has continued to find gaps in the way the Performance Management and Development System (PMDS) for senior managers is implemented. For example, in a study conducted with senior managers in the Northern Cape, it was found that decisions about performance rewards were not always preceded by and based on the outcome of performance appraisals.¹³⁶ In this regard, the PSC found evidence indicating that the provincial Cabinet had taken a decision

¹³⁵ Republic of South Africa. Public Service Commission. *An Analysis of Performance Agreements as an Effective Performance Management Tool*. December 2008.

¹³⁶ Republic of South Africa. Public Service Commission. *Report on the Implementation of the Performance Management and Development System for Senior Managers in the Northern Cape Province*. November 2008.

to grant a 1% back-dated pay progression reward to all senior managers for the 2004/5, 2005/6 and 2006/7 financial years. This was done despite the fact that the performance of 93 out of the 105 senior managers had not been assessed. Such decisions are irregular and do not encourage effective accountability for performance.

Oversight processes that government has put in place will continue to identify these kinds of areas of concern and bring them to the attention of the Executive and Parliament. One such oversight process which remains important is the reports generated by the Auditor-General on the audit outcomes of departments. These reports show that the performance of departments with regard to audit outcomes continues to be of grave concern. Out of 120 departments, only four received clean audit outcomes.¹³⁷ There has not been significant improvement in this regard, with 10 and 8 national departments receiving qualified audits in 2006/07 and 2007/08, respectively.¹³⁸ More worrying is that the Department of Sport and Recreation, which is tasked with coordinating preparations for the 2010 World Cup, has itself received a qualified audit for the 2007/08 financial year.¹³⁹ The department failed to adhere to legislation, could not provide records of certain incurred expenses and there were discrepancies in its asset register. It also received a qualified audit report in 2006/07,¹⁴⁰ in the main due to poor adherence to laws.

In the Gauteng Province, 11 departments received unqualified audit reports, two received qualified audit reports and only one (Agriculture, Conservation and Environment) a clean audit report in which no other serious matters of concern are raised by the Auditor-General. A similar status prevails in other provinces where generally few, if any, departments receive a clean audit report with no significant concerns raised by the Auditor-General. Problems have been noted in how the public entities or parastatals in provinces are prone to corrupt or fraudulent practices. According to the Auditor-General this warrants investigation into and even possible closure of some provincial public entities that have incurred misappropriation of government funds.¹⁴¹

A particular concern for the PSC is that many of the departments that are central to the successful hosting of the World Cup have actually received qualified audit

137 Auditor-General Presents his analysis of financial management in Gauteng government departments: Media Release, 24 November 2008.

138 Republic of South Africa. Public Service Commission State of the Public Service Report 2008.

139 Sports's finance in a mess. News 24 com 23/11/2008.

140 Republic of South Africa. Public Service Commission. State of the Public Service Report 2008.

141 Auditor-General Presents his analysis of financial management in Gauteng government departments: Media Release, 24 November 2008.

opinions. For example, with the exception of Gauteng and Mpumalanga, all the provincial departments of Public Works and Transport received qualified audit opinions for 2007/8. Considering the role these departments need to play in the roll-out of the necessary infrastructure, there is reason to be concerned about their ability to promote accountable resource utilisation.

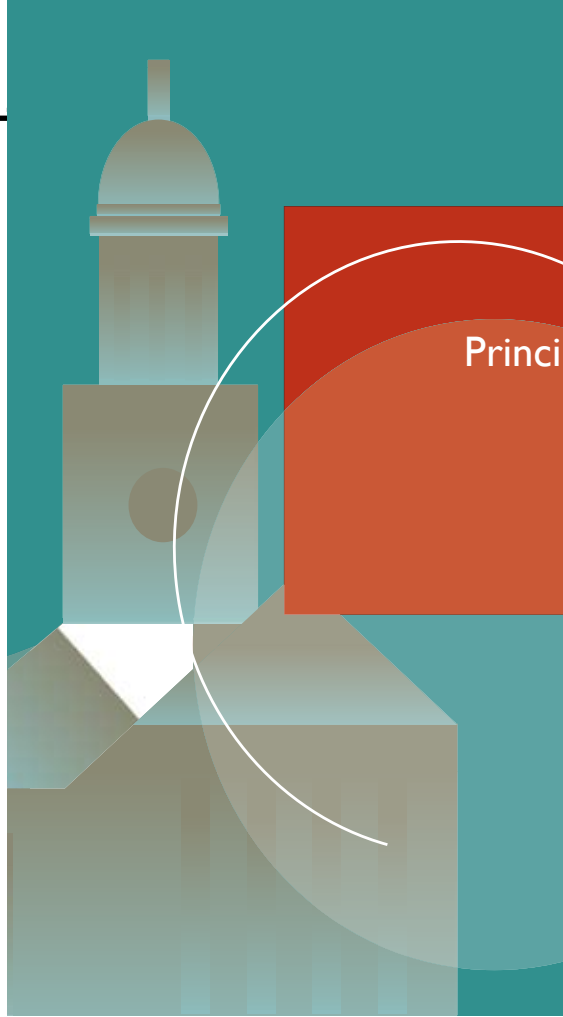
The PSC's Fifth Consolidated M&E Report indicated that the Public Service's accountability levels still need to improve in relation to four standards, namely, internal financial controls, performance management systems, risk management, fraud prevention and capacity to investigate fraud. Generally, there has been an improvement in adherence to these standards with an increase of 13% over the 51% of the previous year's research cycle. Risk management was implemented better by departments, with scores above 80%. However, departments are struggling to implement the fraud prevention strategies they have put in place. It is promising that 68% of the twenty two sampled departments claim to have sufficient capacity to investigate fraud cases.¹⁴²

Towards 2010 and beyond

There remains a need to reflect on where the current accountability mechanisms are failing and to urgently address the gaps that exist. Many of the failures evidently come about at the level of implementation, and it would be critical to both provide support and invoke the provisions of the relevant pieces of legislation to achieve better compliance. Such a step is necessary in order to up the stakes in the area of accountability while at the same time creating an enabling environment for improved compliance.

It will also be important to ensure that monitoring mechanisms are strengthened so that the investment in the World Cup and the benefits derived can be properly accounted for. The World Cup presents an important learning opportunity because workable monitoring mechanisms utilised for the event will benefit the country beyond 2010.

¹⁴² Republic of South Africa, Public Service Commission: Fifth Consolidated Public Service Monitoring and Evaluation System Report, Research Cycle 2007/2008.



Principle 7

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

A key element of fostering transparency is the provision of accurate information to the public. In this regard, information about the 2010 World Cup, the progress with preparations for the event and the benefits and opportunities offered by the event should be accessible in an easy to understand format. The level of compliance with basic transparency mechanisms, like the Promotion of Access to Information Act, has not been satisfactory. While there is a good use of print material to disseminate information, citizens themselves report that the source from which they tend to get information more often is word of mouth through their next of kin or friends. Such reliance on word of mouth may suggest that people find this approach to be more convenient than interacting directly with government departments themselves.

Introduction

Transparency is one measure of openness that departments can use to reach out to their stakeholders by, among others, providing usable information. Real transparency involves openness about intentions and activities, and the reasons behind them. It includes access to published material that is presented in an understandable manner, but also access to unpublished information which stakeholders can then assess and make up their own minds. Where a department finds it necessary to deny the public access to information, such refusal should be “reasonable and justifiable in an open and democratic society”.¹⁴³

Considerations of openness and transparency are equally relevant to the hosting of the 2010 World Cup. Information about the event, the progress with preparations and the benefits and opportunities offered by the event should be accessible in an easy to understand format. Without such transparency, efforts to promote public ownership of the World Cup and to encourage citizens to take advantage of the opportunities created by the event will be compromised.

At the heart of achieving such transparency is the ability to package and disseminate information in an easily accessible manner and to handle requests for information. On both counts, the Public Service still faces challenges. Some of these can be attributed to a lack of capacity in the form of proper systems and procedures, but the point also has to be made that a clear lack of will and commitment is also a contributory factor.

Transparency and the State of Readiness for 2010 and beyond

A key element of fostering of transparency is the provision of accurate information to the public. Departments are required, in terms of Section 32 of the Promotion of Access to Information Act, to submit compliance reports to the South Africa Human Rights Commission (SAHRC). These reports should reflect the extent to which the departments have complied with the requirements of the Act. However, according to the SAHRC, in 2007/08 only

¹⁴³ Constitution of the Republic of South Africa, 1996, Section 36.

18 national and 15 provincial departments provided these reports.¹⁴⁴ The non-submission of the reports constitutes serious non-compliance with legislation. What is more worrying is that it may also suggest that departments are not meeting the requirements of ensuring access to information as required by the Act. This should be a cause for concern considering the magnitude of requests for information which some departments have to deal with. For example, according to the SAHRC, the South African Police Service (SAPS) reported over 20 000 cases of requests for information and has provided just more than 17 000 responses in full.¹⁴⁵ Other departments that have reported adequately on their handling of requests for information include the Department of Environmental Affairs and Tourism (DEAT) and Home Affairs. The Gauteng Department of Sport and Recreation is the only provincial department that reported a significant number of requests for information (250) and responded in full to all of them. Considering these substantial figures in terms of requests for information, the question that cannot be avoided is whether the rest of the departments that failed to report to the SAHRC did not also receive such requests, and whether they managed to deal with the requests appropriately. With their failure to report to the SAHRC, one cannot rule out the possibility that the requests they received from the public including those that may have been about the World Cup) were not always properly handled.

The PSC's Fifth Consolidated Monitoring and Evaluation report corroborates the low level of compliance to PAIA as reported by the SAHRC.¹⁴⁶ The report indicates that out of a sample of 22 departments, only 3 of them fully complied with the requirements of the Act. Basic things such as the development of a manual that explains which information can be accessed are still not attended to.

What is encouraging, however, is that the World Cup and the opportunities it offers has been advertised widely through various media. Procedures to access these opportunities have also been explained and small business owners offered assistance with establishing or positioning their businesses to benefit from the opportunities, through *Izimbizo*, conferences and other information sessions.

However, the above are but temporary measures that are being implemented for a passing event such as the World Cup. Beyond these temporary measures, the critical issue remains how, in the normal course of operating, departments ensure that transparency is fostered through the provision of accurate and

144 Republic of South Africa. South African Human Rights Commission. Annual Report.2007/8.

145 Republic of South Africa. South African Human Rights Commission. Annual Report.2007/8.

146 Republic of South Africa. Fifth Consolidated Monitoring and Evaluation Report. 2008.

timely information. In a study assessing how a sample of 47 departments implement the *Batho Pele* principle of information, the PSC found that while there are encouraging pockets of excellence, more work still needs to be done in this area.¹⁴⁷ Although there is a good use of print material to disseminate information, citizens themselves reported that the source from which they tended to get information more often was word of mouth through their next of kin or friends. While this has a positive dimension in that it utilises existing social networks to spread information, it also carries the risk of the information being distorted in the process. Such reliance on word of mouth may suggest that people find this approach to be more accessible and convenient than interacting directly with government departments themselves. This observation should push departments to examine their information dissemination mechanisms and to establish what barriers may be there.

Indeed, in its study the PSC found that the possibility of barriers such as language cannot be ruled out because for many of the departments, English remained the primary medium of providing especially written information.¹⁴⁸ In addition, the PSC could not find evidence of effective measures to provide information to people with disabilities. All these are challenges that departments should take to heart and address. It cannot be expected that there will be an equitable use of the development opportunities provided by the World Cup if there are still such barriers as language and access.

Language as a possible barrier becomes particularly important when fairly sophisticated decisions and processes of government are involved, and one such process is the switch over from Analogue Terrestrial Television (ATT) to Digital Terrestrial Television (DTT).¹⁴⁹ In terms of this process, as from November 2008 there will be DTT coverage in certain areas, and by 2011 the country will have migrated fully to such digital broadcasting. It is expected that digital broadcasting will free up radio frequency space, thus allowing the country to have more channels that can focus on education, youth, business development, and others.¹⁵⁰

However, an important point to note is that with this migration, many television sets will become obsolete since they were designed to receive ATT and not DTT. These TV sets would require Set Top Boxes in order to receive the DTT signal,

¹⁴⁷ Republic of South Africa. Public Service Commission. *Report on the Implementation of the Batho Pele Principle of Information*. 2009.

¹⁴⁸ Republic of South Africa. Public Service Commission. *Report on the Implementation of the Batho Pele Principle of Information*. 2009.

¹⁴⁹ Republic of South Africa. Department of Communication. *South Africa Ushers in New Era in Digital Broadcasting*. Media Release. 30 October 2008

¹⁵⁰ *Ibid.*

and it is expected that the boxes will each cost between R400 and R700.¹⁵¹ Although government anticipates spending about R2,45 billion subsidising up to 70% of the Set Top Box costs for about five million poor households,¹⁵² the fact remains that poor communities are going to be affected substantially by the migration and that they will still be expected to fork out money if they are to receive any television transmission after 2011. This whole process is fairly sophisticated but impacts directly on the poor. Unless government ensures that it is clearly communicated to the public in accessible language, it may result in some members of the public resisting the migration. In fact, perceptions may exist that the migration was rolled out just before the World Cup so that those without DTT may be denied the opportunity to watch World Cup matches on TV.

Such resistance could be obviated if government fully utilised existing provision for sharing information with the public. For example, there is an important provision which requires departments to develop Service Delivery Improvement Plans (SDIPs) and to make these public so that citizens know what to expect from each department in terms of service delivery.¹⁵³ More than eleven years since this provision was introduced, departments are still not complying. For example, in 2008/9 when departments were requested to submit their SDIPs to the Department of Public Service and Administration (DPSA), there was a 30% and 34% submission rate by national and provincial departments, respectively.¹⁵⁴ This suggests that for close to 70% of departments, SDIPs may be non-existent and that as a result, the public has been denied an opportunity to access information on the services these departments intend to offer and the standards they will work towards in offering these services.

Towards 2010 and beyond

Lack of compliance with the basic requirements for transparent administration has gone on for too long, and it is time that the Public Service Leadership is called upon to account on this. At the heart of the problem is the failure by departments to put in place and operationalise a system for managing requests for information. The PSC believes that there are enough good practices around and that departments should take the initiative to learn from one another in this regard.

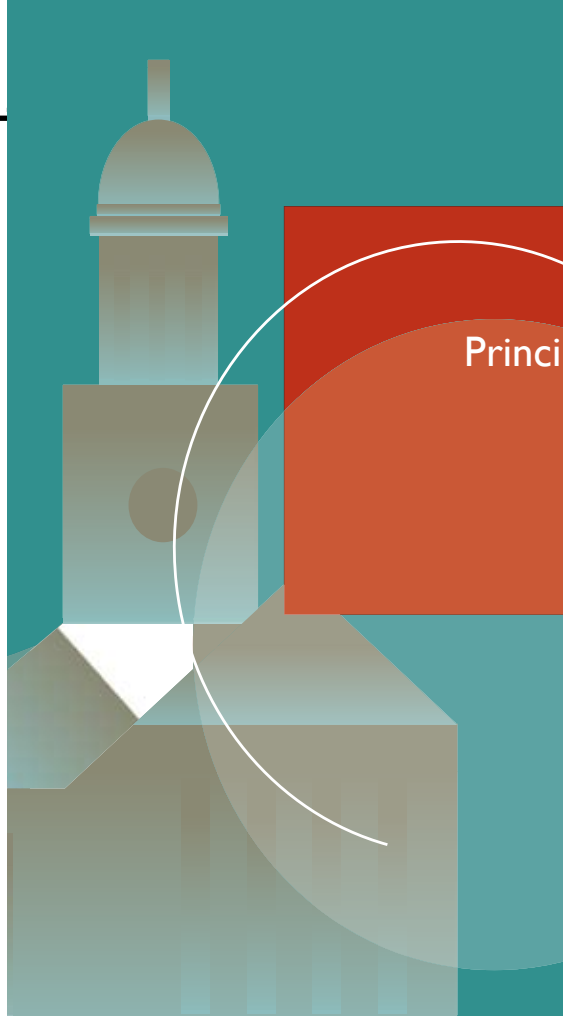
151 Pringle, C. *Local Manufacturers to Benefit from Migration to Digital Broadcasting*. Creamer Media's Engineering News. 07 August 2008.

152 Pringle, C. *Local Manufacturers to Benefit from Migration to Digital Broadcasting*. Creamer Media's Engineering News. 07 August 2008.

153 Republic of South Africa. Department of Public Service and Administration. *White Paper on the Transformation of Public Service Delivery*. 1997.

154 Republic of South Africa. Department of Public Service and Administration. *Governance and Administration Cluster Media Briefing on the Programme of Action*. 7 November 2008.

In addition to the provision of information on request, departments should proactively examine the barriers that may still be inhibiting wider distribution of information on their products and services. For them to be able to do this, they need to ensure that they have sound monitoring processes in place which can provide them with timely and credible feedback on the effectiveness of their current mechanisms for providing information. It is on the basis of such feedback that they can have an informed basis to identify gaps and address them meaningfully.



Principle 8

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

Consistency in the application of critical norms and standards for human resource management is still unsatisfactory. For example, recruitment and selection procedures and requirements continue to vary from one department to another, leading to a rapid promotion of public servants in those departments where the requirements are deemed to be less stringent. This takes place at a time when skills development is not optimal, Workplace Skills Plans are weak and Sectoral Education and Training Authorities are generally not seen to be as effective as expected. Departments need to be even more vigilant to ensure that the pressures that may be associated with preparations for the 2010 World Cup do not lead to cutting corners and engaging in unaccountable human resource management practices.

Introduction

The ability of the Public Service to execute its responsibilities, including the hosting of the World Cup, depends on the availability and effective management of its human resources. Achieving good human resource management is primarily about applying sound processes to employ appropriate people, develop them, reward them properly and keep them motivated. In working towards these good practices, the South African Public Service has a particular challenge in that due to its decentralised system of human resource management, there is a pressing need to ensure that there is an effective implementation of uniform norms and standards across departments and across spheres of government.

Without adherence to such norms and standards, material variations in implementation will occur, thus compromising the ability of the Public Service to optimise the use of its human resources. Indeed, the PSC has observed that such variations do exist, which are, among others, leading to unintended consequence of a fast mobility of staff within the Public Service.¹⁵⁵ For example, an official may realise that the requirements and processes for filling similar posts differ from one department to another, and may thus take advantage of this and advance rapidly along the career ladder by applying for promotions in those departments where these requirements and processes appear to be less stringent.

Tendencies such as this should be avoided, and the Public Service should instead position itself to become an employer whose effective human resource management practices others would want to emulate. Departments will thus have to be even more vigilant to ensure that even the pressures that may be associated with preparations for the 2010 World Cup do not lead to cutting corners and engaging in unaccountable human resource management practices. In fact, these pressures should inspire departments to deepen their efforts on training and development, and effective deployment and utilisation of staff, among others.

¹⁵⁵ Republic of South Africa. Public Service Commission. *A Report on Strategic Issues Emanating from the Evaluation of Heads of Department*. June 2008.

Human Resource Management and the State of Readiness for 2010 and Beyond

One of the important practices in the human resource management value chain is effective recruitment and selection. Where recruitment and selection is not done well and on time, it can be expected that the rest of the human resource value chain will be impacted on. For example, if inappropriate appointments are done, it is almost a certainty that down the line problems of poor performance will arise.

How is the Public Service performing in the area of recruitment and selection? The standard set by the PSC in its M and E System is that vacant posts should be filled within a period of ninety days. The Public Service is overall not performing well in terms of this standard. In a sample of 22 national and provincial departments studied by the PSC, it was found that none of them managed to fill their vacant posts within ninety days.¹⁵⁶ Ten of the sampled departments took between 91 and 200 days to fill their vacant posts. Some of the reasons cited for these delays include receipt of large volumes of applications, receipt of insufficient applications from designated groups and non availability of managers to finalise short-listing processes.

The PSC believes that part of the challenge here is that although most departments have policies or draft policies on recruitment, these do not address the time frames for completing each phase, and the delegation of authority is not clear in terms of approval of appointments. In addition, the roles of selection committees and interview panels are not clearly defined. Further pertinent observations that the PSC has made are that there is often a lack of job descriptions for posts advertised, job evaluation is not always conducted, and there is no proper record keeping.¹⁵⁷ Taken together, all these gaps can actually delay the finalisation of recruitment and selection processes in departments. Considering that time will be of the essence when appointing people to create capacity for 2010, these delays in the recruitment and selection processes of departments should be avoided.

Overall, the issue of ensuring that departments have the right human resources at the right time seems to be handled casually, if one has regard for the manner in which the development of human resource plans is also being handled. By December 2008, only 54% of national and 32% of provincial departments had completed their human resource plans for 2008/9 and obtained the necessary approval from their Executive Authorities.¹⁵⁸ For all intents and purposes, by

¹⁵⁶ Republic of South Africa. Public Service Commission. *Fifth Consolidated Public Service Monitoring and Evaluation System Report. July 2008.*

¹⁵⁷ Republic of South Africa. Public Service Commission. *An Audit of Selection Processes in Selected Department.*

¹⁵⁸ Republic of South Africa. Department of Public Service and Administration. *Quarterly Report on progress made by Departments in Developing their HR Plans (October – December 2008).*

December the financial year is almost over, and it can be assumed that many departments went through the year without having human resource plans in place. With such inadequate attention to human resource planning, the PSC cannot rule out the possibility of some of the departments not having made sufficient staffing arrangements for 2010.

One of the key contributory factors towards these weak administrative practices is the lack of strong human resource management (HRM) components in departments. A capable HRM component would be the custodian of the HRM value chain in the department and ensure that it advises management on good practice and escalates concerns about non-compliance to the Accounting Officer. In an attempt to strengthen the HRM function in departments, the Department of Public Service and Administration obtained Cabinet approval for a set of specific interventions to be implemented.¹⁵⁹ These interventions include a generic organisational structure and post establishment model for HRM components, a competency framework for improving HRM functions, the alignment of training programmes on HRM with the competency framework, and a framework of key performance indicators against which departments can assess the functioning of their HRM Components.¹⁶⁰ These interventions will need to be monitored closely to establish their impact.

A further area that remains a challenge for the Public Service is effective skills development. Although many departments have Skills Development Plans (SDPs) in place, the content of the plans is not always responsive to the real skills development needs the department faces. For example, in a sample of 22 departments assessed by the PSC, it was found that only 45% of the SDPs were based on a thorough skills needs analysis.¹⁶¹

The gaps around skills development are also exacerbated by the fact that some of the Sector Education and Training Authorities (SETAs) are themselves still grappling with their own challenges that impact on their effectiveness. For example, a study by the University of Cape Town found that there is unevenness among Setas in terms of the effectiveness.¹⁶² The study further noted that where there was poor performance, this was largely as a result of "... poor management or lack of leadership (extremely high turnover of Chief Executive Officers), poor or inadequate systems in place, inappropriate

¹⁵⁹ Republic of South Africa. Department of Public Service and Administration. *Interventions to Improve the Human Resource Management Function in the Public Service*. Circular dated 6 August 2008.

¹⁶⁰ *Ibid.*

¹⁶¹ Republic of South Africa. Public Service Commission. *Fifth Consolidated Public Service Monitoring and Evaluation System Report*. July 2008.

¹⁶² Grawitskzky, R. *Setas - A Vehicle for the Skills Revolution?* Development Policy Research Unit, Working Paper 07/125. July 2007.

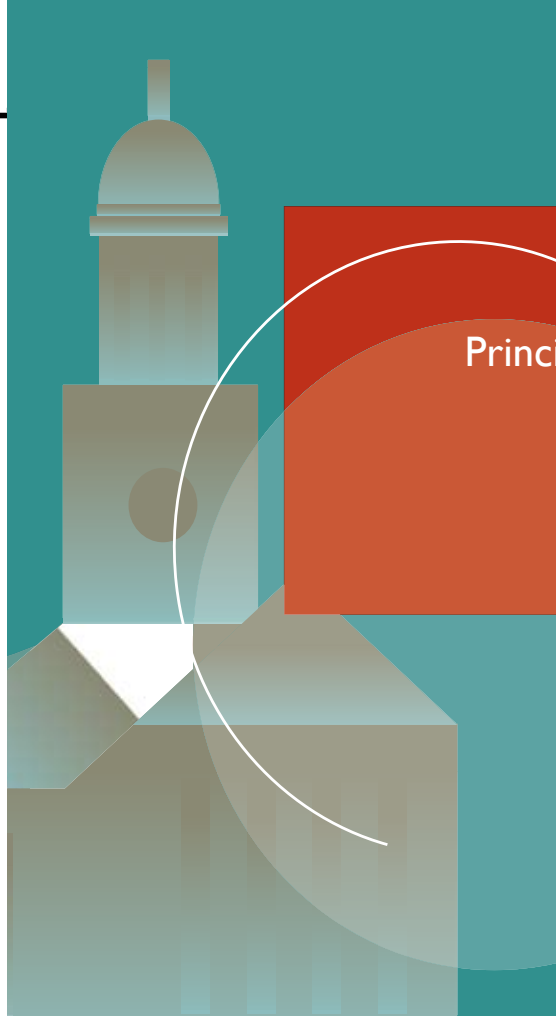
staffing, Seta boards not being cohesive (leading to poor decision making) and more importantly, impossibly diverse range of expectations imposed upon Setas by diverse groupings".¹⁶³

A further weakness in determining the effectiveness of Setas is that often progress reporting is based on the number of trainees and not the quality of what is achieved. All these weaknesses compromise the potential of the country to decisively deal with its skills shortages and ensure that it has capacity in place to meet the needs of a growing economy. Effective skills development is required to ensure, for example, that the hospitality and tourism industry can fully exploit the opportunities availed by the 2010 World Cup.

Towards 2010 and beyond

Departments must address the problems that plague their human resource management value chain. The gaps identified in the PSC studies referred to above do not require massive resources to address, but rather the will and commitment on the part of Public Service leadership to take action. For example, putting proper job descriptions in place and availing managers to drive the short-listing of candidates do not really require too much of the senior managers' time, and it is unacceptable that these activities are ignored to the point where they inhibit effective human resource management.

163 Grawitszkzy, R. *Setas- A Vehicle for the Skills Revolution? Development Policy Research Unit, Working Paper 07/125. July 2007.*



Principle 9

Public Administration must be Broadly Representative of the South African People, with Employment and Personnel Management Practices Based on Ability, Objectivity, Fairness and the Need to Redress the Imbalances of the Past to Achieve Broad Representation

Representivity with regard to women and people with disabilities still lags behind the set numeric targets, but the Public Service continues to keep this priority on the agenda. It is, however, with regard to the more subtle way in which diverse groupings of people are treated that the bigger challenge lies. Diversity Management is still experienced by many officials as vague and amorphous. Targeted training needs to be provided in this regard to ensure that in addition to working towards the achieving numeric representivity targets, meaning diversity management can be promoted.

Introduction

The 2010 World Cup is hailed as an opportunity for South Africa to present to the World the successes of its democracy and to showcase the opportunities that the country offers on the economic, sporting, social and cultural fronts. The LOC and government aim to achieve mass participation and the event should reflect the best that the diversity of the South African population can offer. This aim accords with the spirit of the Constitution that the people of the country, in its full diversity, should be enabled to play a meaningful role, and offer their full potential towards the welfare and development of their country.

This principle has the same implications for public administration, namely that the diversity of the country should be reflected in the Public Service. This diversity should, however, not only be reflected in terms of numeric targets, but should lead to diversity being harnessed and used to its full potential to improve the performance of our institutions in serving all our people. If this aim cannot be achieved in the Public Service, it immediately raises the question whether it can be achieved in other facets of the broader society. Chances are that sports tourists visiting South Africa in 2010 will expect to see in practice the diversity that the country is so proud of. This means that when they interact with officials who work at ports of entry, police stations and health centers, for example, they will expect to see in front of them public servants from diverse backgrounds, whether in terms of race, gender or disability.

The Public Service has managed to achieve (and in some cases exceed) its race representivity targets. However, gender and disability representivity continue to be a challenge. In addition, a much more critical consideration for all organisations as they get a more diverse staff profile is to appreciate that with more diversity “there is potential for great accomplishment, but also for conflict”.¹⁶⁴ Beyond its focus on numeric representivity, the Public Service is, therefore, required to effectively leverage the opportunities for better that are provided by the diverse employee profile as well as manage the conflicts that may arise.

164 Reichenberg, NE. *Best Practices in Diversity Management. United Nations Expert Group Meeting on managing Diversity in the Civil Service. New York. 3-4 May 2001.*

Representivity and the State of Readiness for 2010 and beyond

The target set by Cabinet that 75% of staff in the Senior Management Service should be black people by 2005 has already been achieved. **Table 7** below shows that black people comprised 77% of the Senior Management Service on 30 September 2008.

Table 7¹⁶⁵: Race representivity at SMS level as at 30 September 2008

Province/National	African	Asian	Coloured	White	Total
Eastern Cape	378	36	40	95	549
Free State	227	6	16	126	375
Gauteng	499	87	50	233	869
KwaZulu Natal	377	156	12	133	678
Limpopo	408	15	2	33	458
Mpumalanga	239	8	3	37	287
North West	230	14	13	41	298
Northern Cape	89	10	57	26	182
Western Cape	76	21	132	162	391
National Depts	2345	290	292	943	3870
Total	4868	643	617	1829	7957
Percentage	61.18	8.08	7.75	22.99	100

By all means, race representivity is, therefore, no longer a challenge for the South African Public Service, and sports tourists visiting the country in 2010 should be able to attest to that. However, with regard to the employment of women at Senior Management Level, focused attention will still have to be on measures to improve representivity. The new target set by Cabinet, namely that 50% of the members of the Senior Management Service should be women by 31 March 2009, is yet to be achieved. As shown in **Table 8** the overall representation of women as at 30 September 2008 was 34%, thus raising doubts of whether the 50% target could really be achieved within the remaining few months of the 2008/9 financial year.

165 Table prepared from data obtained from PERSAL.

Table 8¹⁶⁶: Gender representivity at SMS level as at 30 September 2008

Province/National	Female	Male	Total
Eastern Cape	181	368	549
Free State	104	271	375
Gauteng	302	567	869
KwaZulu Natal	222	456	678
Limpopo	160	298	458
Mpumalanga	93	194	287
North West	108	190	298
Northern Cape	55	127	182
Western Cape	111	280	391
National Depts	1370	2500	3870
Total	2706	5251	7957
Percentage	34	66	100

Of course, the PSC has consistently argued that gender equity is not just about achieving numerical targets. It is about mainstreaming a gender perspective in the way the Public Service functions and to ensure effective diversity management. It will not help, for example, to simply promote women into management positions related to 2010 World Cup Programmes whilst the working environment still marginalises them. This is a broader societal concern, and the Public Service has to do its part to promote gender equity. Indeed, at a Dialogue on Poverty and Women hosted by the Public Service Commission¹⁶⁷, several speakers and participants emphasised the “traditionally embedded inequalities of women” and that the way societal customs and institutions operate, still exposes women to discrimination. With regard to women in business it was observed that the main barrier to entry of women to business ownership is the traditional perception among males that the primary role of a woman is child-bearing, child-rearing and the execution of domestic duties. Despite the claim that women are better entrepreneurs and small business managers than men, only 33% of businesses are owned by females, whilst they comprise 51% of the population. These same observations can probably also be applied to the Public Service where female managers are still a minority.

The Dialogue further observed that despite the many achievements of our new democracy, gender institutions and gender policies, still reflect good intentions rather than a practical programme of government. These institutions and

¹⁶⁶ *Ibid.*

¹⁶⁷ Republic of South Africa. Public Service Commission. *Dialogue on Poverty Reduction Strategies and Interventions: Poverty and Women*. Number 1. October 2008.

policies certainly raise awareness on the issues, but they often lack proposals for the practical concrete steps that can be taken to change women's daily experiences.

In addition to gender representivity, the Public Service is also still grappling with the employment of people with disabilities. The target set by Cabinet is that 2% of the Public Service should comprise people with disabilities by 31 March 2010. As shown in **Table 9**, overall disability representivity has only reached 0,2%.

Table 9¹⁶⁸: Disability representivity as at 30 September 2008

National/ Province	2007			2008		
	No. of staff	No. of persons with disabilities	%	No. of staff	No. of persons with disabilities	%
National	279 578	674	0.2%	380,779	862	0.2%
Eastern Cape	123 286	820	0.2%	134,204	283	0.2%
Free State	56 715	87	0.2%	58,005	86	0.1%
Gauteng	123 976	104	0.1%	133,429	130	0.1%
KwaZulu-Natal	180 359	251	0.1%	184,890	250	0.1%
Limpopo	113 397	263	0.2%	114,789	296	0.3%
Mpumalanga	67 440	143	0.2%	72,340	187	0.3%
Northern Cape	21 145	28	0.1%	21,880	28	0.1%
North West	57 610	70	0.1%	56,540	70	0.1%
Western Cape	72 596	199	0.3%	75,346	218	0.3%
Total	1 096 102	2 099	0.2%	1,232,202	2,410	0,2%

It should, however, be noted that there are individual departments that have done fairly well in this area and have either achieved or even exceeded the 2% target. These include the Departments of Public Enterprises, Social Development and Public Works.¹⁶⁹ There are thus lessons that can be learned from these departments in addressing the persistent challenges inhibiting progress in the employment and retention of people with disabilities. The PSC has, in a study conducted in 2007, found that the recruitment and retention strategies applied do not necessarily focus on the specific target group of

¹⁶⁸ Table prepared from data obtained from PERSAL.

¹⁶⁹ Republic of South Africa. Government's Programme of Action. Progress Update. 28 October 2008.

people with disabilities, and that the poor recruitment results were probably to be expected. It was further found that links with organisations representing persons with disabilities are not optimised and that persons with disabilities do not apply for posts. These observations point to the need to focus policies and strategies on specific groups. In this regard, it is important to note that the Department of Public Service and Administration has launched the *Job Access Strategic Framework on the Recruitment, Employment and Retention of Persons with Disabilities in the Public Service*.¹⁷⁰ The framework seeks to promote, among others, the establishment of institutional mechanisms and operational processes that can facilitate the employment and retention of people with disabilities. The implementation of the Framework will need to be monitored closely to ensure that it meet its objectives.

An important objective of the Framework is to promote a fully inclusive Public Service, an aspect which the PSC has found to be a challenge for departments. In this regard, the PSC's Monitoring and Evaluation System contains specific questions on diversity management, in addition to the statistical representivity indicators. "Diversity management" is still experienced by departments as vague and amorphous, and departments find it difficult to respond comprehensively to questions in this regard. The Public Service will need to deepen this appreciation of representivity and diversity management so that the hosting of the World Cup can be used as an opportunity to achieve inclusivity.

Towards 2010 and beyond

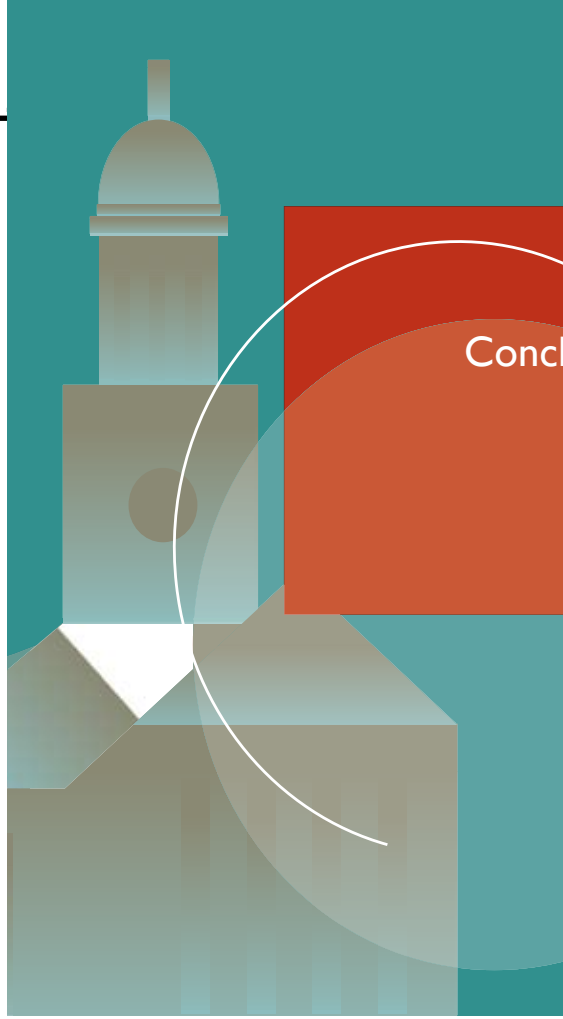
The fact that progress with improving the representivity of specific targeted groups like women and people with disabilities has been slow, points to an inadequate utilisation of the full potential of such groups. The Public Service needs to honestly reflect on the feasibility of the time-frames it has set for the achievement of gender representivity targets and decide on much more realistic deadlines in this regard. However, these deadlines should be accompanied by revamped action plans to promote gender equity so that better progress can be made this time around.

In the area of the employment of people with disabilities, the time frames set for the 2010 targets is also around the corner, and efforts to recruit and retain people with disabilities must be accelerated. During the hosting of the 2010 World Cup, tourists will expect to interact with and be served by a diverse group of public servants, including people with disabilities. This goal is still achievable but will require renewed efforts on the part of departments.

¹⁷⁰ Republic of South Africa. Department of Public Service and Administration. *JobAccess Strategic Framework on the Recruitment, Employment and retention of Persons with Disabilities in the Public Service*.

Much more guidance also needs to be provided to departments on what gender or disability sensitivity and diversity management measures would entail in practical terms. The Departments of Public Service and Administration and Labour should be able to assist in this regard.

PUBLIC SERVICE COMMISSION



Conclusion



2009

**The Basics are
in Place**

This edition of the SOPS Report has provided an assessment of the readiness of the Public Service to fulfil its duties effectively during the 2010 FIFA World Cup and beyond. Capacity to successfully host such a mega-event cannot be built overnight. Fortunately, the Public Service has had almost fifteen years to get its house in order since the advent of democratic rule in 1994.

Throughout all these years, the Public Service has progressively put in place building blocks for promoting a high standard of professional ethics, and has, in collaboration with other stakeholders, now moved a step further towards facilitating the creation of a consolidated National Integrity System. While it cannot be expected that the System will have reached full implementation maturity by the time of the World Cup, what is encouraging is that important building blocks such as codes of conduct, whistle-blowing mechanisms and frameworks for managing conflicts of interest are in place. What is important is the consolidation of the capacity to implement these mechanisms.

In the area of effective resource use, there are elaborate plans in place to ensure that service delivery is improved. These include the safety and security plans of SAPS and the service delivery improvement plans of the Department of Home Affairs. Of course, plans on their own are not an achievement. Indeed, this report has raised certain concerns about the way SAPS seems to have handled its plans to date, and the way the quality of important health services such as Emergency Medical Services has remained unsatisfactory. However, it should also be acknowledged that all is not lost. For example the Department of Home Affairs has already achieved important improvements in the processing of Identity Documents, and what is left now is to push for similar improvements in the management of ports of entry. It will, however be important to ensure that the focus is not only on turn around times, but also on the quality and credibility of the travel documents that are issued.

This Report has also pointed out that although the hosting of the FIFA World Cup is expected to have developmental benefits such as infra-structure building and job opportunities, the Public Service needs to be more concerned about the legacy these benefits will create for long term sustainable development. The problem of unemployment is not going to be resolved by the creation of a few temporary jobs in the construction and tourism sector. The hosting of the event should thus be seen more as a catalyst for future development.

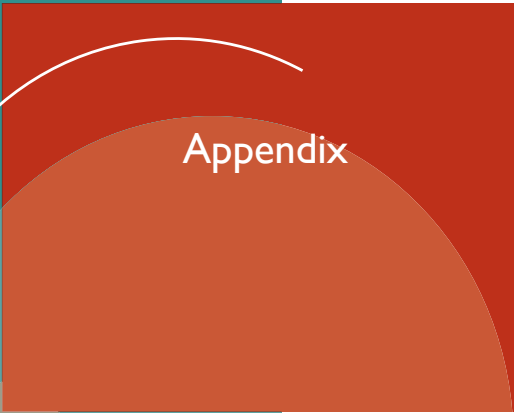
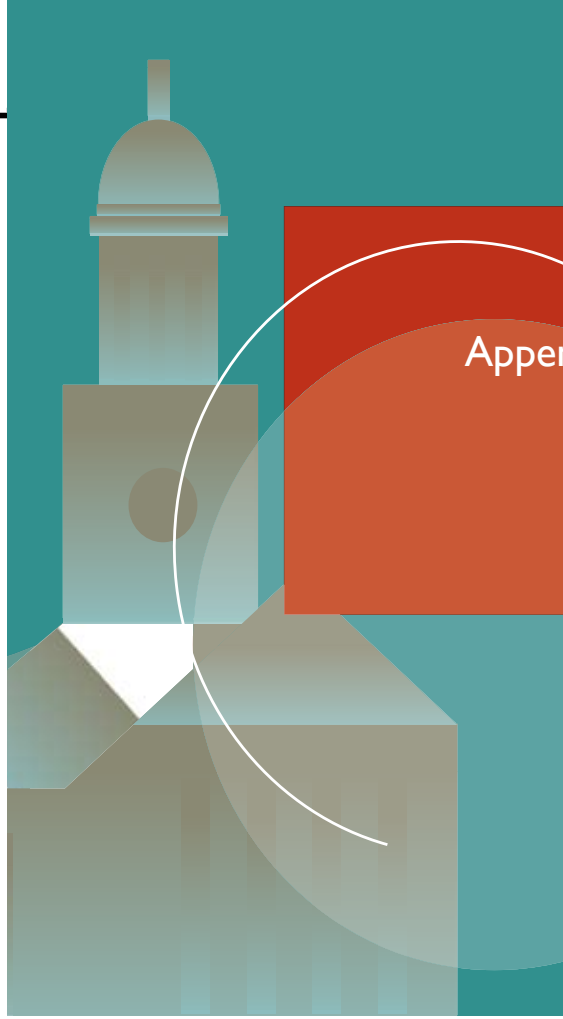
With regard to the provision of services in an impartial and equitable manner, the Public Service has yet to deepen its compliance. The implementation of enabling legislation such as the PAJA is still unsatisfactory, and departments will thus need to work harder in this area. Similarly, the promotion of effective participation warrants further attention among departments. With evidence suggesting that only elected representatives and not public service officials seem to be doing most of the spade work on public participation, there is reason to urge departments to examine their own practices carefully and to effect serious improvements.

An encouraging trend is with respect to improvements in the area of risk management which suggest that the Public Service is paying attention to effective internal controls. This, however, should be supported by proper accountability practices in other areas such as performance management. Given the decentralised nature of human resource management in the Public Service, it becomes even more imperative for departments to observe good administrative practices while at the same time being responsive to their own contextual realities.

Regarding representivity, ours is a Public Service that has generally done well to achieve the race targets specified by the Executive. However, gender and disability targets have remained a challenge. In addition, a greater appreciation of the management of diversity is necessary (not just the chasing of numeric targets).

**The FIFA
World Cup:
A Lever for
Strengthening
Public Admini-
stration**

The Public Service should take advantage of the hosting of the World Cup to bolster its capacity to be responsive, effective and efficient. The hosting of the event has brought with it an injection of substantial resources which can be leveraged to strengthen public administration not only for purposes of 2010, but the period beyond as well. It will thus be critical to optimise the opportunities created by the FIFA World Cup to address many of the recurring challenges that have continued to impact negatively on the performance scorecard of the Public Service.



List of recent Public Service Commission
and other useful reports

INTRODUCTION

1. Republic of South Africa. Constitution of the Republic of South Africa. Act 108 of 1996.
2. Bohlmann, HR. Predicting the Economic Impact of the 2010 FIFA World Cup on South Africa. University of Pretoria, Department of Economics Working Paper Series. 2006.
3. http://en.wikipedia.org/wiki/History_of_the_FIFA_World_Cup.
4. Irons, J S. Does the World Cup Get the Economic Ball Rolling? June 2006.
5. Baade, RA and Matheson, VA. The Quest for the Cup: Assessing the Economic Impact of the World Cup. Undated.
6. www.dw-world.de/dw/article. Downloaded on 4 November 2008.
7. Mabugu R and Mohamed, A. The Economic Impacts of Government Financing of the 2010 FIFA World Cup. University of Stellenbosch. Stellenbosch Economic Working papers 08/08.
8. Republic of South Africa. National Treasury. Medium Term Budget Policy Statement 2008. 21 October 2008.
9. Republic of South Africa. Department of Public Service and Administration. White Paper on Transforming Public Service Delivery. 1997.

PRINCIPLE ONE

1. University of Pretoria. Centre for Business and Professional Ethics. Research Report on Corruption in the South African Private Sector. A Study Commissioned by Business Against Crime. 2006.
2. Job, J. How is Trust in Government Created? It begins at Home, but ends in the Parliament. Australian Review of Public Affairs. Vol 6(1), pp 1-23. 2005.
3. Human Sciences Research Council. Between Trust and Skepticism: Public Confidence in Institutions. HSRC Review. Vol 6 (1). March 2008.
4. Republic of South Africa. The Presidency. Towards a Fifteen Year Review. Synthesis Report. October 2008.
5. Republic of South Africa. Department of Public Service and Administration. Public Service Regulations. 2001.
6. Pandor, N. Minister of Education. Republic of South Africa. National Schools Pledge. 21 February 2008.
7. Information based on the PSC's Application of its Transversal Public Service Monitoring and Evaluation System during the 2008/9 financial year.
8. Republic of South Africa. Public Service Commission. Evaluation of the Consistency of Sanctions Imposed for Misconduct in the Public Service. April 2008.
9. Republic of South Africa. Public Service Commission. Overview on Financial Misconduct for the 2006/07 financial year. 2008.

10. Republic of South Africa. Public Service Commission. Report on Financial Misconduct for the 2007/08 financial year.
11. Van Vuuren, H. Corruption, Construction and Africa's World Cup – Can we Keep it Clean?. The Institute for Security Studies. ISS Today. 5 February 2007.
12. Republic of South Africa. Public Service Commission. State of the Public Service Report 2008; and Fact Sheet: Monitoring Compliance with the Requirements of the Financial Disclosure Framework for the 2007/08 Financial Year.
13. Republic of South Africa. Public Service Commission. Fact Sheet: Monitoring Compliance with the Requirements of the Financial Disclosure Framework for the 2007/08 Financial Year. 2008.
14. Republic of South Africa. Public Service Commission. Management of Conflicts of Interest through Financial Disclosures. 2007.
15. Republic of South Africa. Public Service Commission. Evaluation of the Supply Chain Management Practices of the Procurement of Goods and Services below the R200,000 Threshold in Selected Departments. 2009.
16. Republic of South Africa. Public Service Commission. Management of Job Applicants with a Criminal Record in the Public Service.
17. Republic of South Africa. Public Service Commission. State of the Public Service Report 2008.
18. Information as contained in the Case Management System of the Public Service Commission as at 31 March 2008.
19. National Anti-Corruption Forum. Media Release on Resolutions of the Third National Anti-Corruption Summit. 5 August 2008.
20. Mokoena, N. Impact of Price Fixing on Communities. Competition Commission. Presentation to the Third National Anti-Corruption Summit. August 2008.
21. Ramsingh, O and Dobie, K. Case Study on the South African National Anti-Corruption Forum. Undated.

PRINCIPLE TWO

1. Manuel T. Minister of Finance, Republic of South Africa. Budget Speech 2009. 11 February 2009.
2. Republic of South Africa. National Treasury. Medium Term Budget Policy Statement. 2008.
3. United Nations. World Economic Situation and Prospects. 2009.
4. Business Report. "Perils Lie Ahead, Warns Mboweni". 6 February 2009.
5. Republic of South Africa. Department of Environmental Affairs and Tourism. 2010 Soccer World Cup Tourism Organising Plan. November 2005.
6. Mapisa Nqakula, NN. Minister of Home Affairs. Republic of South Africa. Introduction of the Debate on Budget 4: Department of Home Affairs. National Assembly, 10 June 2008.

-
7. Republic of South Africa. Department of Home Affairs. Strategic Plan.
 8. Republic of South Africa. Public Service Commission. Report on Inspections of Service Delivery Sites in the South Africa Police Service. October 2008.
 9. Ben Groenewald. PowerPoint presentation to the Public Service Commission. 20 August 2008.
 10. Republic of South Africa. Government Communication and Information System. Health and Medical Services. www.sa2010.gov.za/pring/532.
 11. Republic of South Africa. Free State Provincial Government. Emergency Medical Services Launch. www.polity.org.za.
 12. Republic of South Africa. Public Service Commission. Report on the Citizen Satisfaction Survey: Emergency Medical Services. November 2008.
 13. Republic of South Africa 2008, National and Provincial Budget Review Reports. National Treasury, Pretoria.

PRINCIPLE THREE

1. Pillay, U and Bass, O. Mega-events as a Response to Poverty Reduction: the 2010 FIFA World Cup and its Urban Development Implications. Urban Forum, 2008 (19), pp 329 to 346.
2. Republic of South Africa. The Presidency. Towards an Anti-poverty Strategy for South Africa: A Discussion document. September 2008.
3. Republic of South Africa. Public Service Commission. State of the Public Service Report. 2008.
4. Republic of South Africa. Presidency. Policy Coordination and Advisory Services. Development Indicators 2008.
5. Mabugu R and Mohamed, A. The Economic Impacts of Government Financing of the 2010 FIFA World Cup. University of Stellenbosch. Stellenbosch Economic Working Papers 08/08.
6. Business Report. "Perils Lie Ahead, Warns Mboweni". 6 February 2009.
7. International Labour Organisation and the International Institute for Labour Studies. World of Work Report. Income Inequalities in the Age of Financial Globalization. 2008.
8. Republic of South Africa. Department of Social Development. Strategic Plan. 2008-2011.
9. Manuel, T. Minister of Finance. Republic of South Africa. Budget Speech. 2008.
10. Skweyiya, Z. Opening Remarks at the Launch of Report on the Economic and Social Impact of Grants. 10 December 2004.
11. The Independent. What's the US Rescue Package all about?
<http://www.independent.co.uk/news>. Downloaded on 9 February 2009.
12. Motlanthe, K. President of the Republic of South Africa. State of the National Address to the Joint Sitting of Parliament. Cape Town. 6 February 2009.
13. Republic of South Africa. The Presidency. Towards a Fifteen Year Review. Synthesis Report. A

- Discussion Document, October 2008.
14. Mbeki, T. President of the Republic of South Africa. The State of the Nation Address. February 2001.
 15. Republic of South Africa. Public Service Commission. An Evaluation of the Integrated Sustainable Rural Development Programme. Unpublished.
 16. Republic of South Africa. Statistics South Africa and National Treasury. A National Poverty Line for South Africa. 21 February 2007.
 17. Powell A. Black Sash Slams Stats SA over Poverty Line Process. Cape Time. 25 March 2008.
 18. Burnett, P. Drawing a Line on Poverty. Mail and Guardian. 30 May – 5 June 2008.
 19. Republic of South Africa. Public Service Commission. The PSC Kick Starts a Series of dialogues on Poverty Reduction Strategies and Interventions. Press Statement. 29 August 2008.

PRINCIPLE FOUR

1. Taking the necessary measures to advance persons previously disadvantaged by policies of inequality is not regarded as unfair discrimination, and this is provided for in the Promotion of Equity and Prevention of Unfair Discrimination Act of 2000, Government Gazette Vol 416 Number 20876.
2. Panday S, and Arends, F. School Drop-Outs and Imprisoned Youths. HSRC Review. Volume 6(1). March 2008.
3. Public Service Commission. Dialogue on Poverty Reduction Strategies and Interventions: Poverty, Access and Xenophobia. Issue 2. February 2009.
4. Republic of South Africa. Government Communication and Information System. Bua News. 20 June 2008.
5. Republic of South Africa. Department of Social Development. Social Assistance Act. of 2004. Government Gazette Volume 518, Number 31356.
6. Lam, D, Ardington, C and Leibbrandt, M. Schooling as a Lottery: Racial Differences in Schooling Advancement in Urban South Africa. Southern Africa Labour and Development Research Unit. Working Paper Series 18. 2008.
7. Health Systems Trust. South African Health Review. 2008.
8. Sakoana, T. 2008. South Africa: Construction of Mbombela Stadium for 2010 FIFA World Cup to Kick-start in June. Online available http://www.nomadtours.co.za/2010_we_are_still_on_target.html. Downloaded on 27 November 2008.
9. Arenstein, J. and Ntsaluba, G. 24 June 2008. Judge slams town's attempt to grab communal land. Online available: www.thestar.co.za, 24 June 2008 Edition 1. Downloaded on 27 November 2008.

PRINCIPLE FIVE

1. Edigheji, O. "Globalisation and the Paradox of Participatory Governance in Southern Africa: The case of the New South Africa", in African Journal of International Affairs. Volume 7, Nos 1 and 2, pp 1-20. 2004.
2. Kollapen, J. "Public Participation in our Democracy", in New Agenda: South African Journal of Social and Economic Policy. Fourth Quarter. 2008.
3. Republic of South Africa. The Presidency. Towards a Fifteen Year Review. Synthesis Report: A Discussion Document. October 2008.
4. Shisana, O. Accommodating Foreign National in communities: Implications for poverty reduction. Paper presented at a Dialogue on Poverty, Access to Services and Xenophobia by the Public Service Commission. 20 August 2008. See also: Human Sciences Research Council. 2008. Citizenship, Violence and Xenophobia in South Africa: Perceptions from South African Communities.
5. 2010 Poster a Symbol for Africa. <http://www.southafrica.info/2010/2010poster5.htm>. Downloaded on 29 January 2009.
6. Learners to take part in World Cup, <http://www.joburg.org.a/fifaworldcup/content/view/3299/276/>
7. Committee of Experts on Public Administration. Participatory Governance: Engaging Citizens for Development, including the Millennium Development Goals (MDGs). Policy Brief No. 1. Undated.
8. Republic of South Africa. Public Service Commission. Report on the Assessment of Public Participation Practices in the Public Service. December 2008.
9. Republic of South Africa. Public Service Commission. State of the Public Service Report. 2006.
10. Innes, JE and Booher, DE. "Reframing Public Participation: Strategies for the 21st Century", in Planning Theory and Practice, Volume 5(4), pp 419-436. December 2004.
11. Human Sciences Research Council. Review of the Presidential Izimbizo Programme. Final Report Submitted to the Presidency. December 2008.
12. Hall N. Think Paper 6: The Participative Citizen. European Commission. 23 January 2007.
13. Republic of South Africa. Public Service Commission. Report on the Implementation of the Batho Pele Principle of Courtesy. 2009.

PRINCIPLE SIX

1. Republic of South Africa. Government Communication and Information System. Annual Report. 2007/2008.
2. Republic of South Africa. Department of Public Service and Administration. Public Service Amendment Act No. 30 of 2007. Government Gazette Volume 511 Number 30675.

3. Republic of South Africa. Public Administration Management Bill. Government Gazette No. 31113. 2 June 2008.
4. Republic of South Africa. Public Service Commission. Fact Sheet of Performance Agreements for the 2008/09 Financial Year: October 2008.
5. Republic of South Africa. Public Service Commission. An Analysis of Performance Agreements as an Effective Performance Management Tool. December 2008.
6. Republic of South Africa. Public Service Commission. Report on the Implementation of the Performance Management and Development System for Senior Managers in the Northern Cape Province. November 2008.
7. Auditor-General Presents his analysis of financial management in Gauteng government departments: Media Release, 24 November 2008.
8. Republic of South Africa, State of the Public Service Report. 2008.
9. Sport's finance in a mess. News24.com 23/11/2008.
10. Republic of South Africa. Public Service Commission: Fifth Consolidated Public Service Monitoring and Evaluation System Report. Research Cycle 2007/08.

PRINCIPLE SEVEN

1. Constitution of the Republic of South Africa. 1996. Section 36.
2. Republic of South Africa. South African Human Rights Commission. Annual Report. 2007/08.
3. Republic of South Africa. Fifth Consolidated Monitoring and Evaluation Report. 2008.
4. Republic of South Africa. Public Service Commission. Report on the Implementation of the Batho Pele Principle of Information. 2009.
5. Republic of South Africa. Department of Communication. South Africa Ushers in New Era in Digital Broadcasting. Media Release. 30 October 2008.
6. Pringle, C. Local manufactures to benefit from Migration to Digital Broadcasting. Creamer Media's Engineering News. 7 August 2008.
7. Republic of South Africa. Department of Public Service and Administration. White Paper on the Transformation of Public Service Delivery. 1997.
8. Republic of South Africa. Department of Public Service and Administration. Government and Administration Cluster Media Briefing on the Programme of Action. 7 November 2008.

PRINCIPLE EIGHT

1. Republic of South Africa. Public Service Commission. A Report on Strategic Issues Emanating from the Evaluation of Heads of Departments. June 2008.
2. Republic of South Africa. Public Service Commission. Fifth Consolidated Public Service Monitoring and Evaluation System Report. July 2008.

-
3. Republic of South Africa. Public Service Commission. An Audit of Selection Processes in Selected Department.
 4. Republic of South Africa. Department of Public Service and Administration. Quarterly Report on progress made by Departments in Developing the HR Plans (October – December 2008).
 5. Republic of South Africa. Department of Public Service and Administration. Interventions to Improve the Human Resource Management Function in the Public Service. Circular dated 6 August 2008.
 6. Grawitskzky, R. Setas. A Vehicle for the Skills Revolution?. Development Policy Research Unit, Working Paper 07/125. July 2007.

PRINCIPLE NINE

1. Reichhenberg, NE. Best Practices in Diversity Management. United Nations Expert Group Meeting on managing Diversity in the Civil Service. New York. 3-4 May 2001.
2. Table prepared from dated obtained from PERSAL.
3. Republic of South Africa. Public Service Commission. Dialogue on Poverty Reduction Strategies and Interventions: Poverty and Women. Number 1. October 2008.
4. Republic of South Africa. Government's Programme of Action. Progress Update. 28 October 2008.

Eastern Cape

91 Alexandra Road
King William's Town, 5601
Tel: (043) 643-4704
Fax: (043) 642-1371

Gauteng

Ten Sixty-Six Building
16th Floor, 35 Pritchard Street
Johannesburg, 2001
Tel: (011) 833-5721
Fax: (011) 834-1200

Mpumalanga

19 Russel Street
Nelspruit, 1200
Tel: (013) 755-4070
Fax: (013) 752-5814

Limpopo

Kirk Patrick Building
40 Schoeman Street
Polokwane, 0711
Tel: (015) 291-4783
Fax: (015) 291-4683

Western Cape

Sanlam Golden Acre Building
21st Floor, Adderley Street
Cape Town, 8000
Tel: (021) 421-3980
Fax: (021) 421-4060

Free State

62 Fedsure Building
3rd Floor, St Andrews Street
Bloemfontein, 9301
Tel: (051) 448-8696
Fax: (051) 448-4135

KwaZulu-Natal

262 Brasford House
cnr Langalibalele & Chief Albert Luthuli
Streets
Pietermaritzburg, 3201
Tel: (033) 345-9998
Fax: (033) 345-8505

Northern Cape

1st Floor, Woolworths Building
cnr Lennox and Chapel Streets
Kimberley, 8300
Tel: (053) 832-6222
Fax: (053) 832-6225

North West

Mmabatho Post Office Building
Ground Floor
University Drive
Mmabatho, 2735
Tel: (018) 384-1000
Fax: (018) 384-1012

Parliamentary office

Sanlam Golden Acre Building
21st Floor, Adderley Street
Cape Town, 8000
Tel: (021) 418-4940
Fax: (012) 418-5040



Issued in the Republic of South Africa by the

PUBLIC SERVICE COMMISSION

Head Office

Commission House
Cnr Hamilton &
Ziervogel Streets
Arcadia, 0083

Private Bag x121
Pretoria, 0001
Tel: +27 (0) 12 352 1000
Fax: +27 (0) 12 325 8382
www.psc.gov.za



National Anti-Corruption Hotline Number: 0800 701 701