



REPORT ON:

**THE STATE OF
REPRESENTATIVENESS IN THE
PUBLIC SERVICE**



JULY 2000

PUBLIC SERVICE COMMISSION

ACKNOWLEDGEMENTS

The attainment of a Public Service broadly representative of the people of South Africa is a value that has been enshrined in the Constitution. This publication arose as a result of the need by the Public Service Commission to evaluate the progress made by departments towards the achievement of representativeness in the Public Service. The monitoring of numeric targets on the part of the Commission is only one facet of a process that complements other transformation initiatives in the Public Service.

Special thanks go to the following:

- PERSAL for making information available from which the statistics have been elicited.
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- To Ms Odette Ramsingh, the project leader, Mr Morris Muthusamy, Ms Lebogang Modiri and Mr Linga Naidoo, project team members, for the compilation of the report.

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EXECUTIVE SUMMARY

1. INTRODUCTION

- 1.1 Affirmative Action commenced in the Public Service in 1994, under special provisions contained in the Public Service Staff Code. This was intended as an interim measure until the introduction of the White Paper on Affirmative Action in the Public Service in May 1998. The White Paper provides a comprehensive framework within which each department and provincial administration will develop their own affirmative action programmes and will be held accountable for achieving results.
- 1.2 The White Paper on the Transformation of the Public Service supported by the White Paper on Affirmative Action in the Public Service provides guidelines to departments in terms of race, gender and disability for achievement by the end of 1999. The requirements for the attainment of representativeness in the Public Service is that within four years from 1995 all departments establishments must endeavour to be at least 50% black at management level. During the same period at least 30% of new recruits to the middle and senior management echelons should be women. Within ten years, people with disabilities should comprise at least 2% of public service personnel. In light of the targets set in the White Papers and as a first step in monitoring the transformation of the Public Service, the Commission deemed it expedient to initiate a project with regard to the evaluation of affirmative action targets to be achieved by the end of 1999.
- 1.3 The monitoring of numeric targets on the part of the Commission is only one facet of a process that complements the entire transformation process. The evaluation of the extent of transformation in relation to employment and personnel practices and the level of empowerment that has been achieved will be a further step in the process of establishing the overall state of transformation in the Public Service. In terms of the requirements of the White Paper on Affirmative Action, the Commission will also be specifying its reporting requirements to departments with regard to their affirmative action programmes and employment equity plans.

2. FINDINGS OF THE EVALUATION

- 2.1 Tables 1 to 5 as contained on pages 12 to 21 reflect the distribution of persons employed at national level, the distribution of persons employed at provincial level, the summary of distribution of persons per salary level in national departments, summary of distribution of persons per salary level in the provincial administrations and the summary of the distribution of persons per salary level in both the national departments and the provincial administrations respectively.

3. OBSERVATIONS

- 3.1 Some of the observations made during the evaluation are of concern as they bring out the limitations of the evaluation when compared against the objectives. Whilst these concerns could not be addressed immediately, the proposals made address some of the concerns.
- 3.2 The following are the observations:

- 3.2.1 Complete information in respect of distribution per salary levels is not available in most instances. In this regard departments have not totally updated such information onto PERSAL. This could be attributed to either the departments not taking seriously the issue of updating the information on PERSAL or lack of training/capacity in this regard.
- 3.2.2 The information extracted from PERSAL has been accepted per se. Departments have not been requested to analyse the information for authenticity. The issue, however, will soon be addressed when the Public Service Commission embarks on its next project in the monitoring process of specifying its reporting requirements to departments in terms of their affirmative action programmes and employment equity plans.
- 3.2.3 The conducting of interviews with heads of departments to establish reasons, where applicable, as to why representativeness in terms of the White Papers has not been achieved in their respective institutions is deemed not feasible at this stage. This is seen in the light of the information not being available to correctly categorise the distribution of personnel to the respective salary levels.

Notwithstanding the above the following observations are made on the state of representativeness in the Public Service, with the information at hand:

- 3.2.3.1 In the management level, 1264 of the 2319 personnel are black. This represents 54,50 % and is above the requirement of 50%.
- 3.2.3.2 Insofar as women are concerned, 424 of the 2319 (18,28%) are in the middle management and senior management echelons.
- 3.2.3.3 Out of the total work force of 1 034245, 915 officials are persons with disabilities. This represents 0,1% (rounded off from 0,09%) and falls short of the target of 2% to be achieved by the end of the year 2005 for this target group.

4. PROPOSALS

The incomplete information maintained on the PERSAL system has impeded the evaluation of the state of representativeness in the Public Service. Although it was intended that PERSAL would facilitate the extraction of information for purposes of the evaluation, it is obvious that this did not materialise. The following proposals are made:

- 4.1 The information gleaned from PERSAL was to have been analysed by the Public Service Commission with the view to identifying those departments that have not achieved their targets. Although this has not been achieved through this evaluation, the issue is to be addressed in the short term. In this regard the Commission is embarking upon another project, namely, specifying to departments its requirements for affirmative action programmes and employment equity plans and will request the information required.
- 4.2 Departments are reminded that the information available on PERSAL can only be correct to the extent that such information is updated continuously by the departments. Departments must immediately update the necessary information maintained by the system in terms of race, gender, disability and distribution of its personnel across the various salary levels. To this end PERSAL, through its system, should also request departments to update all information maintained thereon.
- 4.3 Departments that have not achieved the targets laid down, especially in respect of persons with disabilities must vigorously embark upon a recruitment programme for this target group. Significant improvement needs to be made in this regard if the target of 2% is to be achieved by 2005.

- 4.4 The Public Service Commission will continue to monitor progress in the attainment of, inter alia, numeric targets as part of the broad transformation process of the Public Service, either through feedback from the departments or via the PERSAL system.

5. CONCLUSION

The monitoring of numeric targets by the Public Service Commission is only one facet of the process that complements the entire transformation process. The monitoring of transformation will be a continuous process and will also include the Commission specifying its reporting requirements in terms of the affirmative action programmes of departments and their employment equity plans.

Whilst shortcomings were evident in the use of PERSAL for the purpose of this evaluation, it is the view that the proposals made will address the shortcomings. The onus lies with departments to update all the information maintained by PERSAL so that accurate information is available at all times.

Despite these so called shortcomings, it is the view that this report is crucial for future evaluations to be made on the attainment of numeric targets in the Public Service.

The transformation process in the Public Service, which is a priority of Government, will feature prominently in the monitoring and evaluation process of the Commission.

1. INTRODUCTION



1.1 INTRODUCTION

- Background** Affirmative Action commenced in the Public Service in 1994, under special provisions contained in the Public Service Staff Code. This was intended as an interim measure until the introduction of the White Paper on Affirmative Action in the Public Service in May 1998. The White Paper is intended to speed up the process and to address the deficiencies identified with the interim provisions. It provides a comprehensive framework within which each department and provincial administration will develop their own affirmative action programmes and will be held accountable for achieving results.
- Mandate of Public Service Commission** One of the powers and functions of the Public Service Commission is to promote the principle contained in section 195(1)(i) of the Constitution of the Republic of South Africa, 1996 that public administration must be broadly representative of the South African people, with employment and personnel practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past. The mandate of the Commission transcends the extent to which transformation in relation to employment and personnel practices and the level of empowerment has been achieved.
- Targets** The White Paper on the Transformation of the Public Service supported by the White Paper on Affirmative Action in the Public Service provides guidelines to departments in terms of race, gender and disability for achievement by the end of 1999. The requirements for the attainment of representativeness in the Public Service is that within four years from 1995 all departments establishments must endeavour to be at least 50% black at management level. During the same period at least 30% of new recruits to the middle and senior management echelons should be women. Within ten years, people with disabilities should comprise at least 2% of public service personnel. In light of the targets set in the White Papers and as a first step in monitoring the transformation of the Public Service, the Commission deemed it expedient to initiate a project with regard to the evaluation of affirmative action targets to be achieved by the end of 1999. The release of a separate report in this regard early in the year 2000 will facilitate the review and re-set of targets by the Department of Public Service and Administration which in terms of the White Paper on Affirmative Action should be completed before the end of year 2000.
- Follow-up Evaluation** Once the report on the state of representativeness has been finalised, an immediate follow-up evaluation will be necessary that will address, *inter alia*, the extent to which transformation in relation to employment and personnel practices and the level of empowerment has been achieved in national departments and provincial administrations. The monitoring of numeric targets on the part of the Commission is only one facet of a process that complements the entire transformation process. The evaluation of the extent of transformation in relation to employment and personnel practices and the level of empowerment that has been achieved will be a further step in the process of establishing the overall state of transformation in the Public Service.

1.2 PURPOSE AND SCOPE OF THE INVESTIGATION

- Purpose** The purpose of this project was to:
- Monitor the progress made by departments and provincial administrations towards the achievement of representativeness in the Public Service.
 - Undertake a statistical analysis of the information obtained from the Personnel and Salary System (PERSAL) with regard to the composition of the staff establishment of national departments and provincial administrations.

- Establish reasons, where applicable, from heads of departments of national departments and provincial administrations as to why representativeness has not been achieved in their respective institutions.
- Compile a report that reflects the extent to which representativeness has been achieved in the Public Service at the expiry of the laid down period.
- Advise all relevant stakeholders as contained in the Strategy Paper of the Commission of the progress made in the Public Service regarding transformation in the Public Service with regard to the attainment of representativeness/affirmative action.
- Advise the policy making institution, namely, the Department of Public Service and Administration (DPSA) of the composition of the Public Service with the view to assisting DPSA review the targets and set new targets if deemed necessary.
- Evaluate at a later phase the extent of transformation in relation to employment and personnel practices and the level of empowerment that has been achieved.

Scope

Information with regard to representativeness in terms of the target groups, namely, race, gender and disability in respect of all national departments and provincial administrations within the Public Service was obtained from PERSAL. The employee organisations admitted to the Public Service Co-ordinating Bargaining Council (PSCBC) were informed of the monitoring being done and were invited to submit inputs with regard to representativeness in the Public Service.

1.3 METHODOLOGY

Involvement of Role-Players

As part of the developmental work on the project, the other role players involved in some way in employment equity in terms of the three target groups, race, gender and disability were informed per letter of the monitoring being done by the Commission. The institutions concerned were the DPSA, the Department of Labour, Office on the Status of Women (OSW) and the Office on the Status of Disabled Persons (OSDP). These institutions were invited to furnish any information that they deem useful and would like the Commission to consider. This approach is intended to strengthen co-ordination between the various role players in the monitoring process. The Minister for Public Service and Administration was also informed of the project being undertaken.

Letters to Employee Organisations

Employee organisations admitted to the Public Service Co-ordinating Bargaining Council were informed per letter of the monitoring being done and invited to submit anything useful that they would like the Commission to consider with regard to representativeness in the Public Service, especially regarding the perception of the organisations/ unions in any process that hinders/constrains the achievement of representativeness.

Departments

All national departments and provincial administrations were also advised by means of correspondence of the monitoring being done by the Commission. This process was necessary to create awareness and spring no surprises when the report on the state of representativeness in the Public Service is released or when the interviews have to be done.

Information Via PERSAL

In order to facilitate matters, it was considered prudent that the required information be obtained from the PERSAL System. The information would then be analysed with the view to determining those national departments and provincial administrations that had not achieved representativeness in terms of any of the three target groups. Interviews would then be arranged with the heads of national departments/ provincial administrations concerned to determine:

- Why the targets had not been met?
- The measures, including the time frames, that have been put in place to ensure that the targets laid down in the White Papers would be achieved.
- The constraints experienced by departments/provincial administrations in achieving the targets and how these constraints could be addressed to expedite the achievement of representativeness.

Nature of Information

The project intended to monitor the extent to which departments had achieved the targets contained in the White Paper on the Transformation of the Public Service and the White Paper on Affirmative Action. In the circumstances only the composition of the Public Service in terms of race, gender and disability according to the various salary levels, namely, lower skilled workers, skilled workers, highly skilled production, highly skilled supervision, Management and Senior Management was ascertained.

Limitations

Whilst the evaluation highlighted the overall state of representativeness in the Public Service, the following limitations emerged:

- Information regarding the total distribution of personnel per salary levels in the departments as maintained by PERSAL is not available. The PERSAL system needs to be continuously updated in this regard by all institutions whose information is maintained by PERSAL so that accurate information is available at all times. The issue is covered later in the report.
- The information which has been extracted from PERSAL as at mid-December 1999 has been accepted per se. National departments and the provincial administrations were not requested to analyse the information for authenticity.
- The salary levels of a total of 31 319 officials are not available on the PERSAL system. Refer to table 5 on page 21 in this regard.
- The report, however, is considered to be an important first step in the evaluation process despite the absence of verification which is a critical aspect. The verification issue can be addressed when the Public Service Commission embarks upon the next stage in the evaluation process, namely, informing all departments of the Commission's reporting requirements with regard to their affirmative action programmes and employment equity plans. This issue is addressed further in Chapter 3.

2. FINDINGS



Introduction The Public Service consists of persons employed by national departments and the nine provincial administrations as reflected in Schedules 1 and 2 of the Public Service Act, 1994 (as amended). The number of persons in terms of race, gender and persons with disabilities at national and provincial levels are indicated in the tables below.

NIA/SASS Due to the confidential nature of work undertaken by both the National Intelligence Agency (NIA) and the South African Secret Service (SASS), personnel and salary information of the staff are not maintained on PERSAL. Hence information in respect of these institutions have not been obtained.

INFORMATION AS EXTRACTED FROM PERSAL

National Departments Table 1: Distribution of persons employed at national level

Key: M = Male
F = Female
D = Persons with disabilities

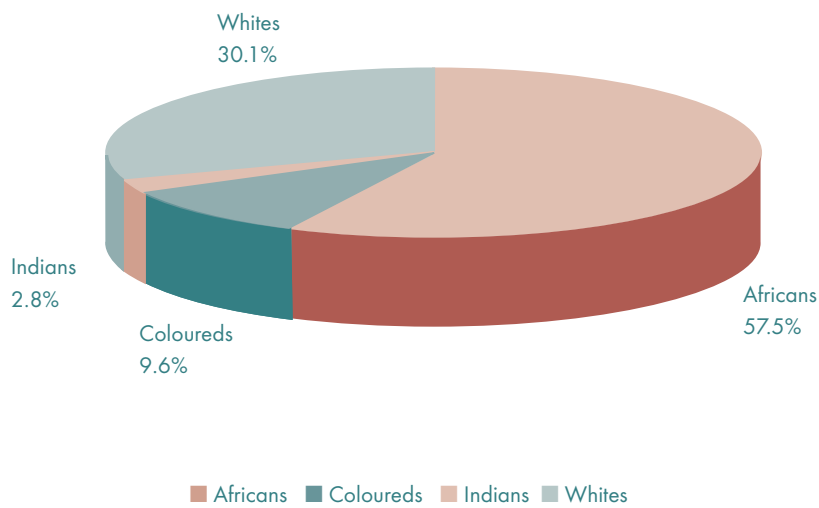
TABLE 1 : DISTRIBUTION OF PERSONS EMPLOYED AT NATIONAL LEVEL

DEPARTMENT	AFRICAN			COLOURED			INDIAN			WHITE			TOTAL			OVERALL TOTAL
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
Table 1																
Agriculture	1093	265	-	209	64	-	26	8	-	474	630	12	1802	967	12	2 781
Arts, Culture, Science and Technology	121	95	-	25	21	-	5	10	1	60	137	2	211	263	3	477
Communications	39	34	-	1	7	-	4	3	-	19	24	1	63	68	1	132
Correctional Services	14176	3219	29	4085	858	2	430	85	-	7738	1545	15	26429	5707	46	32 182
Defence *	6842	2997	-	2440	1084	-	51	52	-	1170	3665	-	10503	7798	-	18301
Education	153	203	2	12	5	-	11	9	-	60	178	-	236	395	2	633
Environmental Affairs and Tourism	207	121	-	235	38	-	17	6	-	404	208	11	863	373	11	1 247
Finance	147	177	-	24	36	-	12	10	-	74	206	1	257	429	1	687
Foreign Affairs	453	350	1	47	31	-	41	25	-	365	426	-	906	832	1	1739
Government Communications (GCIS)	105	85	-	17	9	-	6	3	-	20	53	2	148	150	2	300
Health	366	351	-	26	43	-	9	25	-	130	342	-	531	761	-	1292
Home Affairs (including Government Printer)	2172	2024	27	184	250	2	43	40	-	673	1356	19	3072	3670	48	6790
Housing	31	39	-	3	2	-	1	-	-	19	46	1	54	87	1	142
Independent Complaints Directorate	47	38	1	6	14	-	7	3	-	9	12	-	69	67	1	137
Justice and Constitutional Development	4165	2849	24	403	471	1	179	355	-	1855	3049	18	6602	6724	43	13369
Labour	1425	1241	20	203	308	3	84	88	2	451	1230	29	2163	2867	54	5084
Land Affairs	587	476	8	162	177	4	37	60	2	416	746	42	1202	1459	56	2717
Minerals and Energy	195	164	1	18	22	-	6	6	-	233	148	3	452	340	4	796
Public Enterprises	12	12	-	1	1	-	2	-	-	4	6	-	19	19	-	38
Office of the Presidency	80	109	3	22	27	1	4	11	1	13	26	-	119	173	5	297
Provincial and Local Government	58	52	-	10	4	-	5	1	-	27	40	1	100	97	1	198
Office of the Public Service Commission	43	40	2	9	6	-	3	-	-	22	28	-	77	74	2	153
Public Service and Administration	74	65	1	4	7	-	6	6	-	33	33	-	117	111	1	229
Public Works	1443	942	8	600	217	8	59	18	-	547	386	20	2649	1563	36	4248

DEPARTMENT	AFRICAN			COLOURED			INDIAN			WHITE			TOTAL			OVERALL TOTAL
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
Table 1																
South African Management and Development Institute	17	20	-	1	1	-	-	-	-	7	15	2	26	36	2	64
South African Police Service (SAPS)- Includes Secretariat for Safety and Security	62852	9625	-	8117	2283	1	3594	960	1	24466	13060	8	99029	25928	10	124967
South African Revenue Service (SARS)	1347	1543	-	373	489	-	226	337	-	1757	5526	6	3703	7895	6	11604
Sport and Recreation	23	30	-	6	3	-	-	-	-	14	23	1	43	56	1	100
State Expenditure	63	68	-	14	13	-	11	3	-	74	102	-	162	186	-	348
Statistics South Africa	200	154	2	11	7	-	7	13	-	56	192	4	274	366	6	646
Trade and Industry	218	214	-	20	11	-	28	15	-	175	242	-	441	482	-	923
Transport	69	44	1	5	6	-	7	7	-	35	65	-	116	122	1	239
Water Affairs and Forestry	14844	6031	55	780	51	1	47	25	-	1162	570	14	16833	6677	70	23580
Welfare and Population Development	37	71	1	7	5	-	2	7	-	30	83	2	76	166	3	245
TOTAL	113704	33748	186	18080	6571	23	4971	2191	7	42592	34398	214	179347	76908	430	256685

* The information in respect of Defence is maintained on the PERSOL System. The PERSOL System does not make provision for information on disability. The creation of such a facility on the System will be looked into.

Representation in terms of race in the national departments



Representation in terms of gender and persons with disabilities in the national departments

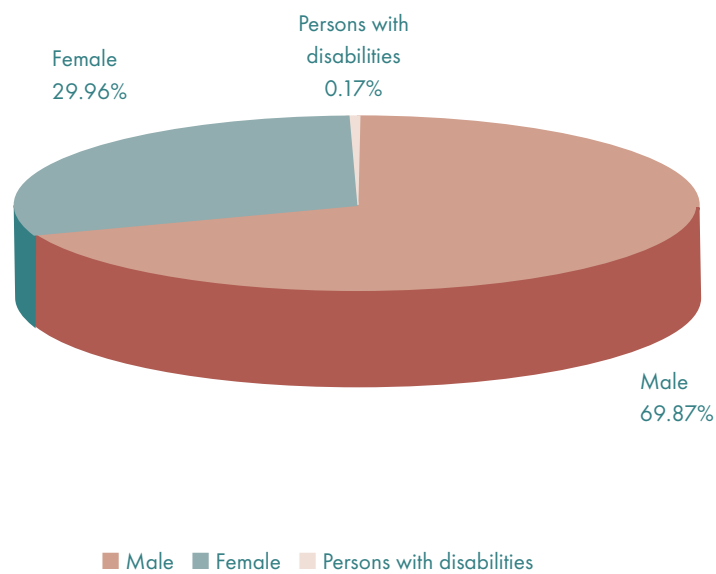
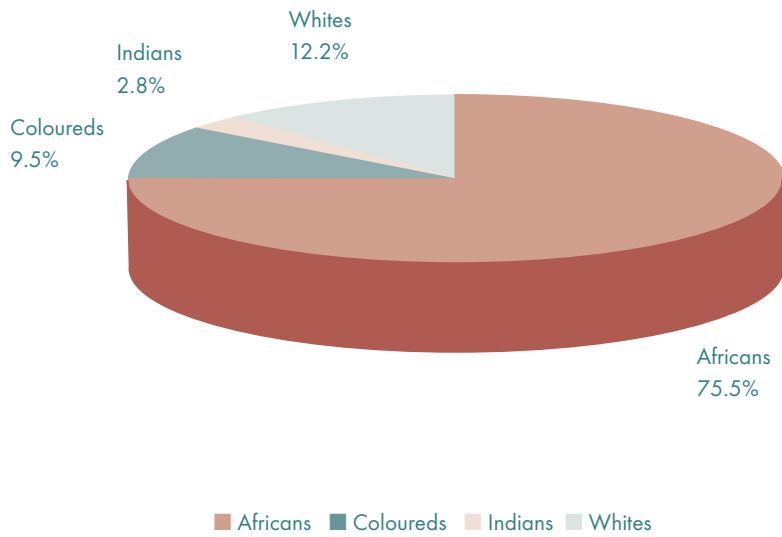


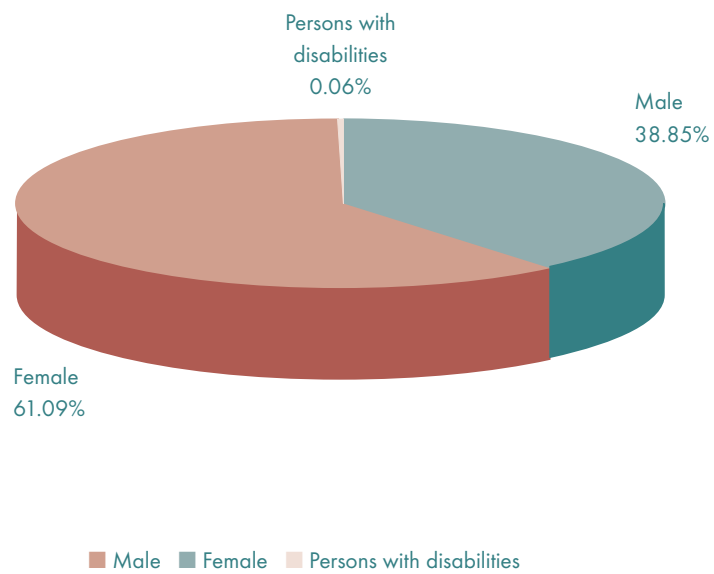
TABLE 2 : DISTRIBUTION OF PERSONS EMPLOYED AT PROVINCIAL LEVEL

PROVINCE	AFRICAN			COLOURED			INDIAN			WHITE			TOTAL			OVERALL TOTAL
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
Table 2																
Eastern Cape	42715	72016	15	3653	5939	-	236	212	-	2622	5347	10	49226	83514	25	132765
Free State	20218	26562	5	798	1279	-	16	16	-	3265	7196	4	24297	35053	9	59359
Gauteng	26529	51124	64	1480	3198	4	987	1627	-	7637	21277	49	36633	77226	117	113976
KwaZulu-Natal	44163	73051	44	934	2259	2	7599	10459	10	4639	9249	13	57335	95018	69	152422
Mpumulanga	19037	26134	7	92	222	1	95	102	-	1845	4018	1	21069	30476	9	51554
North West	23433	35693	46	265	564	1	79	83	-	1731	3870	8	25508	40210	55	65773
Northern Cape	1795	2533	3	3424	5109	1	20	17	-	894	2225	-	6133	9884	4	16021
Northern Province	55378	57416	19	47	67	-	87	80	-	1175	2334	2	56687	59897	21	116605
Western Cape	3473	5461	15	16282	28061	74	159	186	-	5290	9997	87	25204	43705	176	69085
TOTAL	236741	349990	218	26975	46698	83	9278	12782	10	29098	65513	174	302092	474983	485	777560

Representation in terms of race in the provincial administrations



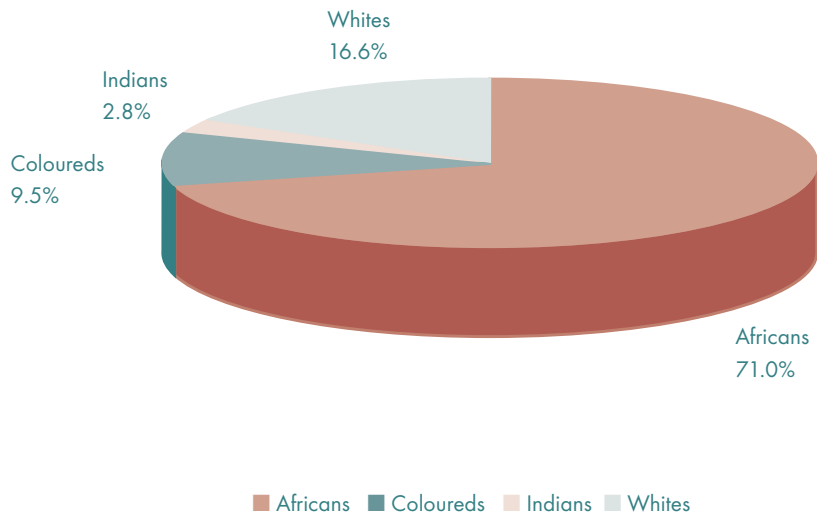
Representation in terms of gender and persons with disabilities in the provincial administrations



Composition of the Public Service

National Departments	256 685
Provincial Administrations	777 560
Total	1 034 245

Representation in terms of race in the Public Service



Representation in terms of gender and persons with disabilities in the Public Service

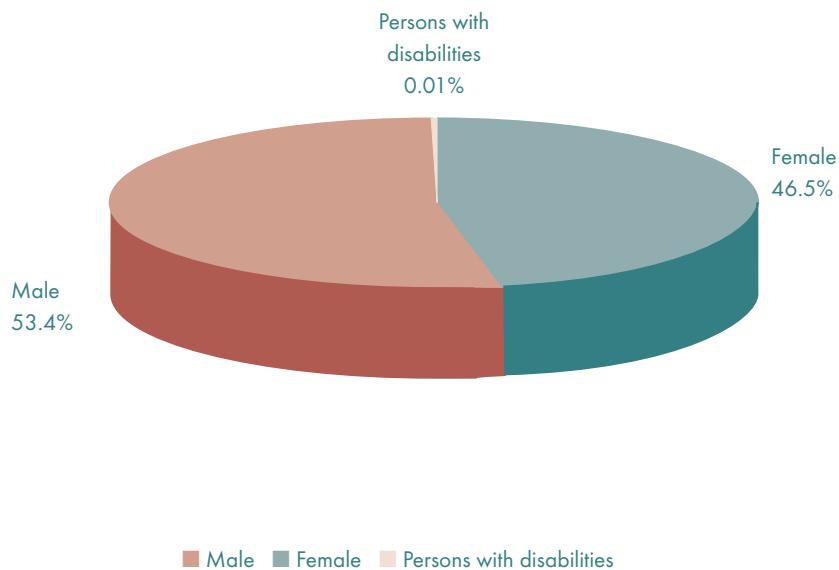


TABLE 3 : SUMMARY OF DISTRIBUTION PER SALARY LEVEL IN NATIONAL DEPARTMENTS

SALARY STRUCTURE GROUP	AFRICAN			COLOURED			INDIAN			WHITE			TOTAL			TOTAL
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
SUMMARY Table 3																
Lower skilled workers (R29 171 and below)	24290	12466	53	3350	1674	7	115	45	-	527	330	10	28282	14515	70	42867
Skilled workers (R29 172 to R50 609)	19862	8889	81	3570	2348	13	651	658	3	3266	8503	67	27349	20398	164	47911
Highly skilled production (R50 610 to R117 233)	63426	9338	40	10318	1880	2	3610	911	1	31614	18061	102	108968	30190	145	139303
Highly skilled supervision (R117 234 to R180 851)	1225	449	4	213	43	0	202	65	1	3491	1091	15	5131	1648	20	6799
Management (R180 852 to R245 897)	393	141	0	62	22	0	71	14	1	604	77	5	1130	254	6	1390
Senior Management (R245 898 to R350 475)	38	9	0	6	3	0	10	3	0	39	4	0	93	19	0	112
NOT AVAILABLE*	4470	2456	8	561	601	1	312	495	1	3051	6332	15	8394	9884	25	18303
TOTAL	113704	33748	186	18080	6571	23	4971	2191	7	42592	34398	214	179347	76908	430	256685

* As indicated earlier, all information regarding the total distribution of personnel per salary level as maintained by PERSAL is not available. Hence the not available column here and in the subsequent tables.

TABLE 4 : SUMMARY OF DISTRIBUTION PER SALARY LEVEL IN THE PROVINCIAL ADMINISTRATIONS

SALARY STRUCTURE GROUP	AFRICAN			COLOURED			INDIAN			WHITE			TOTAL			TOTAL
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
	SUMMARY Table 4															
Lower skilled workers (R29 171 and below)	82503	61325	72	7273	7594	28	526	556	2	1332	997	12	91634	70472	114	162220
Skilled workers (R29 172 to R50 609)	38563	75686	70	4128	11242	23	1593	2175	5	3452	12562	67	47736	101665	165	149566
Highly skilled production (R50 610 to R117 233)	104354	205864	67	13313	26158	32	5727	9464	3	16679	47220	81	140073	288706	183	428962
Highly skilled supervision (R117 234 to R180 851)	8129	3392	7	1340	299	-	1088	390	-	5922	2400	12	16479	6481	19	22979
Management (R180 852 to R245 897)	268	69	-	41	13	-	41	9	-	251	47	1	601	138	1	740
Senior Management (R245 898 to R350 475)	28	8	-	6	1	-	6	1	-	24	3	-	64	13	-	77
NOT AVAILABLE	2896	3646	2	874	1391	-	297	187	-	1438	2284	1	5505	7508	3	13016
TOTAL	236741	349990	218	26975	46698	83	9278	12782	10	29098	65513	174	302092	474983	485	777560

TABLE 5 : SUMMARY OF DISTRIBUTION PER SALARY LEVEL IN NATIONAL DEPARTMENTS AND THE PROVINCIAL ADMINISTRATIONS

SALARY STRUCTURE GROUP	AFRICAN			COLOURED			INDIAN			WHITE			TOTAL			TOTAL
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
SUMMARY Table 5																
Lower skilled workers (R29 171 and below)	106793	73791	125	10623	9268	35	641	601	2	1859	1327	22	119916	84987	184	205087
Skilled workers (R29 172 to R50 609)	58425	84575	151	7698	13590	36	2244	2833	8	6718	21065	134	75085	122063	329	197477
Highly skilled production (R50 610 to R117 233)	167780	215202	107	23631	28038	34	9337	10375	4	48293	65281	183	249041	318896	328	568265
Highly skilled supervision (R117 234 to R180 851)	9354	3841	11	1553	342	-	1290	455	1	9413	3491	27	21610	8129	39	29778
Management (R180 852 to R245 897)	661	210	-	103	35	-	112	23	1	855	124	6	1731	392	7	2130
Senior Management (R245 898 to R350 475)	66	17	-	12	4	-	16	4	-	63	7	-	157	32	-	189
NOT AVAILABLE	7366	6102	10	1435	1992	1	609	682	1	4489	8616	16	13899	17392	28	31319
TOTAL	350445	383738	404	45055	53269	106	14249	14973	17	71690	99911	388	481439	551891	915	1034245

3. OBSERVATIONS



Introduction Certain observations have been made during the evaluation undertaken. Some of these are of concern. Whilst these concerns could not be addressed immediately, the proposals in the next chapter address some of these concerns.

Requirements of the White Papers The requirements for the attainment of representativeness in the Public Service as stipulated in the White Paper on the Transformation of the Public Service and the White Paper on Affirmative Action in the Public Service is that within four years from 1995 all departments establishments must endeavour to be at least 50% black at management level. During the same period at least 30% of new recruits to the middle and senior management echelons should be women. Within ten years, people with disabilities should comprise at least 2% of public service personnel.

The following are the observations:

Information from PERSAL ● Complete information in respect of distribution per the salary levels is not available in most instances. In this regard departments have not totally updated such information onto PERSAL. This could be attributed to either the departments not taking seriously the issue of updating the information on PERSAL or lack of training/capacity in this regard. The number of cases which have not been distributed into the respective salary levels as indicated in table 5 is 31 319. It is evident that the system is not being optimally utilised and is being maintained at tremendous cost to the State. The Public Service needs to be reminded of the existence of PERSAL and the need to update the system at all times so that accurate information is available.

Authenticity of Information ● The information extracted from PERSAL has been accepted per se. Departments have not been requested to analyse the information for authenticity. As indicated under the limitations in Chapter 1, the issue will be addressed when the Public Service Commission embarks on its next project in the monitoring process of specifying its reporting requirements to departments on affirmative action programmes and employment equity plans. In this regard the goal can nevertheless be achieved by requesting the departments to indicate the breakdown of the composition of its personnel across the various salary levels.

Interviews ● The conducting of interviews with heads of national departments and provincial administrations to establish reasons, where applicable, as to why representativeness in terms of the White Papers has not been achieved in their respective institutions is deemed not feasible at this stage. This is as a result of the information not being available to correctly categorise the distribution of personnel to the respective salary levels. A more accurate picture must be obtained before the institutions could be identified and approached. This will be achieved when the Public Service Commission specifies its reporting requirements. The information could be analysed at that stage.

Notwithstanding the above the following observations are made on the state of representativeness in the Public Service, taking into consideration the information available:

Management Level ● In the management level, 1264 of the 2319 personnel are black. This represents 54,50 % and is above the requirement of 50%.

Women ● Insofar as women are concerned, 424 of the 2319 are in the management and senior management echelons. This represents 18,28%.

The salary range of R 180 852 to R 350 475 has been used to determine the state of representativeness at the management level and in respect of women.

**Persons
With
Disabilities**

- A mere 915 out of the total work force of 1 034245 are made up of persons with disabilities. This represents 0,1% (rounded off from 0,09%) and falls short of the target of 2% to be achieved by the end of the year 2005 for this target group. Although no specific target has been furnished in the White Papers to be attained by 1999, if one uses the 0,1% as a yardstick attained over the four year period from 1995 to 1999, it can be realistically assumed that the target of 2% to be attained by 2005 would not materialise unless the recruitment drive of persons with disabilities is significantly increased.

The position with regard to the three target groups in terms of the current evaluation is as follows :

	POSITION IN DECEMBER 1999
Percentage of black people at management level	54,50%
Percentage of women in management and senior management levels	18,28%
Percentage of people with disabilities	0,10%

4. PROPOSALS



The incomplete information maintained on the PERSAL system has impeded the evaluation of the state of representativeness in the Public Service. Although it was intended that PERSAL would facilitate the extraction of information for purposes of the evaluation, it is obvious that this did not materialise. The following proposals are made which will address some of the concerns expressed in the observations, including improving the PERSAL system.

Role of Public Service Commission

● The information gleaned from PERSAL was to have been analysed by the Public Service Commission with the view to identifying those departments that have not achieved their targets. Although this has not been achieved, through this evaluation, the issue could be addressed in the short term. In this regard and as indicated earlier, the Commission is embarking upon another project, namely, specifying to departments its requirements for affirmative action programmes and employment equity plans. Departments will be requested to indicate the breakdown of its personnel across the various salary levels. The information will be analysed and departments that have not met the targets will be requested to inform the Commission, *inter alia*, as to why the targets have not been met, the measures, including the time frames, that have been put in place to ensure that the targets laid down in the White Papers will be achieved as well as the constraints experienced in achieving the targets. The Commission will continue to monitor progress in this regard.

Update of Information

● Departments are reminded that the information available on PERSAL can only be correct to the extent that such information is updated continuously by the departments. Departments must immediately update the necessary information maintained by the system in terms of race, gender, disability and distribution of its personnel across the various salary levels. To this end PERSAL, through its system, should also request departments to update all information maintained thereon. The information in this regard will be analysed and compared with the information submitted by the departments to the Public Service Commission in response to the Commission specifying its reporting requirements for affirmative action programmes and employment equity plans.

Recruitment Drive

● Departments that have not achieved the targets laid down, especially in respect of persons with disabilities must vigorously embark upon a recruitment programme for this target group. Significant improvement needs to be made in the recruitment of persons with disabilities if the target of 2% is to be achieved by 2005.

Review Cycle

● The Public Service Commission will continue to monitor progress in the attainment of, *inter alia*, numeric targets as part of the broad transformation process of the Public Service, either through feedback from the departments or via the PERSAL system.

5. CONCLUSION



5. CONCLUSION

The monitoring of numeric targets by the Public Service Commission is only one facet of the process that complements the entire transformation process. The monitoring of transformation will be a continuous process and will also include the Commission specifying its reporting requirements in terms of the affirmative action programmes of departments and their employment equity plans. At a later stage an evaluation will be made of the employment and personnel practices and the level of empowerment that has been achieved in the Public Service. The monitoring of the attainment of numeric targets will be part of the continuous process.

Whilst shortcomings were evident in the use of PERSAL for the purpose of this evaluation, it is the view that the proposals made will address the shortcomings. The onus lies with departments to update all the information maintained by PERSAL so that accurate information is available at all times.

Despite these so called shortcomings, it is the view that this report is crucial for future evaluations to be made on the attainment of numeric targets in the Public Service. Optimal utilisation should be made of the system. Furthermore, an indication has been obtained of the overall state of representativeness in terms of race, gender and disability. The gap exists with regard to the breakdown in terms of the different salary levels, an issue that can be addressed soon by the Commission.

The transformation process in the Public Service, which is a priority of Government, will feature prominently in the monitoring and evaluation process of the Commission.

PROJECT DESCRIPTION



PROJECT DESCRIPTION

Project To monitor the extent to which laid down affirmative action targets have been achieved in the Public Service by the end of 1999.

Purpose of the Project

1. The purpose of this project is the following:
 - (a) Monitor the progress made by departments and provincial administrations towards the achievement of representativeness and affirmative action in the Public Service as at 30 November 1999.
 - (b) Undertake a statistical analysis of the information obtained from PERSAL with regard to the composition of the staff establishment of national departments and provincial administrations.
 - (c) Establish reasons, where applicable, from heads of departments of national departments and provincial administrations as to why representativeness has not been achieved in their respective institutions.
 - (d) Compile a report that reflects the extent to which representativeness has been achieved in the Public Service at the expiry of the laid down period.
 - (e) Advise all relevant stakeholders as contained in the Draft Strategy Paper of the Commission of the progress made in the Public Service regarding transformation in the Public Service with regard to the attainment of representativeness/affirmative action.
 - (f) Advise the policy making institution, namely, the Department of Public Service and Administration (DPSA) of the composition of the Public Service with the view to assisting DPSA review the targets and set new targets if deemed necessary.
 - (g) Evaluate at a later phase the extent of transformation in relation to employment and personnel practices and the level of empowerment that has been achieved.

Motivation

2. The White Paper on the Transformation of the Public Service published in November 1995 provides as follows:

“Within four years all departmental establishments must endeavour to be at least 50 percent black at management level. During the same period at least 30 per cent of new recruits to the middle and senior management echelons should be women. Within ten years, people with disabilities should comprise 2 per cent of public service personnel”.
3. Furthermore, the White Paper on Affirmative Action in the Public Service published by the Department of Public Service and Administration (DPSA) re-emphasises that these targets be met. The White Paper also indicates that the targets in the White Paper on Transformation of the Public Service represents only a baseline, on which national departments and provincial administrations should aim to improve. It provides furthermore that “The Government will review and re-set the national minimum targets by the end of 2000 and every three years thereafter”.
4. One of the powers and functions of the Public Service Commission is to promote the principle contained in section 195(1)(i) of the Constitution of the Republic of South Africa, 1996 that public administration must be broadly representative of the South African people, with employment and personnel practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past. The mandate

of the Commission transcends into the extent to which transformation in relation to employment and personnel practices and the level of empowerment has been achieved. In light of the targets set in the White Paper on the Transformation of the Public Service and the White Paper on Affirmative Action and the duty to review and re-set the targets by the end of 2000, it is the view that as an immediate project, the progress towards attaining a representative public service be established.

5. As part of the promotion of a broadly representative South African Public Service, the Commission is required to evaluate the extent to which transformation in relation to the employment and personnel practices and the level of empowerment has been achieved. It is suggested, however, that as a first step in monitoring the transformation of the Public Service, only the extent to which representativeness has been achieved in terms of the numeric targets as at 30 November 1999, be established. The release of a separate report in this regard early in the year 2000 will facilitate the review and re-set of targets which should be completed before the end of year 2000. Once the report on the state of representativeness has been finalised, an immediate follow-up evaluation will be necessary that will address, *inter alia*, the extent to which transformation in relation to employment and personnel practices and the level of empowerment has been achieved in national departments and provincial administrations. The monitoring of numeric targets on the part of the Commission is only one facet of a process that complements the entire transformation process. The evaluation of the extent of transformation in relation to employment and personnel practices and the level of empowerment that has been achieved will be a further step in the process of establishing the overall state of transformation in the Public Service.

Scope of the Project

6. Information with regard to representativeness in terms of the target groups, namely, race, gender and disability in respect of all national departments and provincial administrations within the Public Service will be obtained. The employee organisations/unions admitted to the Public Service Co-ordinating Bargaining Council will be informed of the monitoring being done and will be invited to submit inputs with regard to representativeness in the Public Service.

Methodology

7. As part of the developmental work on the project, the other role players involved in some way in employment equity in terms of the three target groups, race, gender and disability would be informed per letter of the monitoring being done by the Commission. The institutions concerned are the DPSA, the Department of Labour, Office on the Status of Women (OSW) and the Office on the Status of Disabled Persons (OSDP). These institutions would be invited to furnish any information that they deem useful and would like the Commission to consider. This approach will strengthen co-ordination between the various role players in the monitoring process. The Minister for Public Service and Administration will also be informed of the project being undertaken.
8. Employee organisations/unions admitted to the Public Service Co-ordinating Bargaining Council will be informed per letter of the monitoring being done and will also be invited to submit anything useful that they will like the Commission to consider with regard to representativeness in the Public Service, especially regarding the perception of the organisations/ unions in any process that hinders/ constrains the achievement of representativeness.
9. In order to facilitate matters, it is considered prudent that attempts firstly be made to obtain the required information from the PERSAL System. In this regard discussions should be held with a representative from PERSAL with the view to determining whether the necessary information can be retrieved. A preliminary informal discussion revealed that the only foreseeable problem may be information in respect of disabled persons as no such "field" exists on the programme. However, this may be resolved by making the necessary adjustments to the programme that will enable

all national departments and provincial administrations to furnish the required information via PERSAL. In this regard there will have to be interaction with OSDP to seek clarity on the definition of "disability" to enable accurate information to be obtained from national departments and provincial administrations in this regard.

10. As the project intends to monitor the extent to which departments have achieved the targets contained in the aforementioned White Papers, only the composition of the Public Service in terms of race, gender and disability according to the various salary levels, namely, lower skilled workers, skilled workers, highly skilled production, highly skilled supervision, Management and Senior Management will be ascertained.
11. The PERSAL report will then be analysed with the view to determining those national departments and provincial administrations that have not achieved representativeness in terms of any of the three target groups. Interviews will be arranged with the heads of national departments/ provincial administrations to determine:
 - Why the targets have not been met?
 - The measures, including the time frames, that have been put in place to ensure that the targets laid down in the White Papers will be achieved.
 - The constraints experienced by departments/ provincial administrations in achieving the targets and how these constraints can be addressed to expedite the achievement of representativeness.
12. All national departments and provincial administrations will have to be advised by means of correspondence of the monitoring being done by the Commission. It will provide the link should PERSAL deem it necessary to request these institutions to submit information with regard to disabled persons. It will also create the necessary awareness and spring no surprises when the report on the state of representativeness in the Public Service is released or when the interviews have to be done.
13. The following time-frames will be adhered to whilst undertaking this project:

**Time Frame
for
Completion
of the
Project**

ACTIVITY	TIME-FRAMES
(a) Liaising in writing with the representative from PERSAL regarding the information to be obtained from the System.	19 November 1999
(b) Drafting of submission to obtain approval in respect of draft letters to be forwarded to the role players and national departments and provincial administrations as well as the employee organisations/unions. Clarify definition of "disability" with OSDP.	19 November 1999
(c) Await report from PERSAL.	10 December 1999
(d) Prepare preliminary status report on analysis of information from PERSAL.	7 January 2000
(e) Depending on analysis of PERSAL report, the conducting of interviews with heads of national departments and provincial administrations regarding the non-achievement of laid down targets.	11 February 2000
(f) Finalisation of report for submission to Commission.	17 March

**2000
Project
Team**

14. The project leader will be Mr P Muthusamy, Acting Chief Director : Human Resources. The project team members will consist of Mr L Naidoo and Ms L Modiri, Directors in the Directorate : Affirmative Action and Human Resource Development Deputy and a representative from each regional office. The relevant regional office representative will form part of the team conducting interviews with heads of provincial administrations.

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