

9: PUBLIC SERVICE AND ADMINISTRATION

AIM

The aim of the Department for the Public Service and Administration is to advise the Minister on government policies in respect of the Public Service.

EXPENDITURE ESTIMATES

Table 9.1 Expenditure by programme

| R million | Expenditure outcomes | | | Preliminary outcome | Medium term expenditure estimates | | |
|--|----------------------|-------------------------|-------------|---------------------|-----------------------------------|-------------|-------------|
| | 1995/96 | 1996/97 | 1997/98 | 1998/99 | 1999/00 | 2000/01 | 2001/02 |
| Administration | 3,5 | 14,2 | 16,6 | 21,6 | 20,0 | 20,0 | 20,7 |
| Functional assistance to the Minister | 1,4 | 30,3 | 36,1 | 38,7 | 32,8 | 34,0 | 35,2 |
| Auxiliary and associated services | – | – | 0,1 | 0,1 | 0,0 | 0,0 | 0,0 |
| Sub-total | 4,9 | 44,5¹ | 52,8 | 60,4 | 52,8 | 54,0 | 55,9 |
| Unallocated amounts : Improvements in Conditions of Service | – | – | – | 239,2 ² | – | – | – |
| Total | 4,9 | 44,5¹ | 52,8 | 299,6 | 52,8 | 54,0 | 55,9 |

¹ On 1 April 1996 the DPSA and certain components of the Office of the Public Service Commission amalgamated. This required the transfer of funds, equipment, posts and personnel and the subsequent increase in the budget from 1995/96 to 1996/97.

² This amount originally appropriated on the Improvements in Conditions of Service vote include allocations set aside for transfers to the various bargaining chambers for training and skills audits, and as yet allocated amounts for remuneration adjustments.

Functional assistance to the Minister is the main programme of the Department for Public Service and Administration (DPSA). It involves the rendering of professional support to the Minister in leading the transformation process by developing appropriate policy regarding human resource management and development; remuneration; general conditions of service; labour relations; organisational arrangements; information technology and reform; and support with the transfer of civil servants. Internal and external communication services are also rendered under this programme.

The other two programmes, *Administration* and *Auxiliary services* involve the overall management of the Department and the delivery of support services related to the aims of the Department.

Table 9.2 Economic classification of expenditure

| R million | Expenditure outcomes | | | Preliminary outcome | Medium term expenditure estimates | | |
|------------------------------------|----------------------|-------------|-------------|---------------------|-----------------------------------|-------------|-------------|
| | 1995/96 | 1996/97 | 1997/98 | 1998/99 | 1999/00 | 2000/01 | 2001/02 |
| Current | | | | | | | |
| Personnel expenditure ¹ | 2,9 | 32,6 | 35,9 | 37,4 | 39,1 | 42,0 | 43,9 |
| Other current expenditure | 1,5 | 10,1 | 15,0 | 20,7 | 12,7 | 11,0 | 11,0 |
| Transfer payments | | | | 239,2 | | | |
| Capital | | | | | | | |
| Transfer payments | — | 0,8 | — | — | 0,0 | 0,0 | 0,0 |
| Acquisition of capital assets | 0,5 | 0,1 | 1,9 | 2,3 | 1,0 | 1,0 | 1,0 |
| Total | 4,9 | 44,5 | 52,8 | 299,6 | 52,8 | 54,0 | 55,9 |

¹ Departmental personnel expenditure includes employer's contributions to pension funds at a rate of 17 per cent of basic salary in 1998/99 and 15 per cent of basic salary in subsequent years.

OUTPUTS AND SERVICE DELIVERY TRENDS

Human Resource Policy Development

The DPSA has developed a policy foundation for the transformation of the Public Service and has prepared the groundwork for the introduction of a new regulatory framework.

The Department will in the next three financial years shift its emphasis from policy development to facilitating policy implementation.

The following policies have been developed for the Public Service and are being implemented:

- ◆ Public Service Laws Amendment Acts of 1997 and 1998 and the new Public Service Regulations.
- ◆ Improvement of service delivery in pursuance of the objectives of the White Paper on Service Delivery.
- ◆ Implementation of job evaluation and job descriptions.
- ◆ Introduction of the Codes on Remuneration (CORE).
- ◆ Establishment of the State Information Technology Agency (SITA).
- ◆ Establishment of the Public Service Education and Training Authority (PSETA).
- ◆ Implementation of a performance management system for the Public Service.
- ◆ Implementation of employment (term) contracts for heads of department, heads of provincial departments and heads of organisational components.

- ◆ Conducting human resource planning and a skills audit as envisaged in Resolution No. 7 of 1998 of the Public Service Co-ordinating Bargaining Council.
- ◆ Review of the organisational policy on the Public Service.
- ◆ Development of a remuneration policy for the Public Service.
- ◆ Maintenance of policies developed in respect of human resource management and affirmative action.

POLICY DEVELOPMENTS

Public Service Amendment Act

The Public Service Amendment Act of 1996 was introduced to remove discriminatory provisions in the Public Service Act of 1994. For instance the distinction between “officers” and “employees” was removed.

Public Service Laws Amendment Act

The Public Service Laws Amendment Act of 1997 transferred executive functions from the Commission to executing authorities and policy functions from the Commission to the Minister. The Public Service Commission Act of 1997 established a single new Public Service Commission for the country and abolished the Provincial Service Commissions with provision for provincial representation on the Public Service Commission.

Public Service Laws Amendment Bill

The Public Service Laws Amendment Bill of 1998 provides for the role and functions of Directors-General and the heads of departments in provincial administration to be adjusted.

Disciplinary Code for the Public Service

In February 1999 a new disciplinary code for the Public Service was agreed upon in the Public Service Co-ordinating Bargaining Council (PSCBC). The new code will help Government to deal effectively with corruption in the public service by improving and simplifying the disciplinary process.

White Paper on Transformation in the Public Service

The White Paper on Transformation in the Public Service which was published in November 1995, established a policy framework to guide the introduction and implementation of new policies and legislation aimed at transforming the Public Service. It represents a strategic framework for change, by specifying policy objectives, guidelines and instruments to carry the transformation process forward in a number of priority areas, for example rationalisation and restructuring, representivity, affirmative action and service delivery.

White Paper on Public Service Training and Education

The White Paper on Public Service Training and Education was adopted by Cabinet on 6 August 1997. Its main objective is to provide for a coherent Public Service training policy and for that purpose, provide for the establishment of a Public Service Education and Training Authority.

Public Service Management Development Programme

As part of the defined projects of this White Paper, the South African Government and the European Community signed a three-year agreement in February 1997 for a Public Service Management Development Programme to address the skills shortage and management capacity problems encountered within the Public Service.

During 1997/98, the DPSA prioritised the programme to improve Public Service Delivery resulting in the publication of the Batho Pele White Paper in December 1997.

This sets out eight national principles (consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money) according to which public service delivery should be improved.

Against a background of the need for reviewing the Public Service's human resource policy, the department undertook a review of the existing employment practices and procedures with a view to developing a policy framework that will facilitate the transformation of human resource management practices. A White Paper in this regard was published in December 1997.

The DPSA has been involved in a comprehensive and exhaustive monitoring exercise of affirmative action programmes and reviewing human resource management policies in the Public Service. This resulted in the publication of a White Paper on Affirmative Action in April 1998.

DISCUSSION OF PROGRAMMES

Programme 1: Administration

| R million | Budget estimate | Adjusted appropriation 1998/99 | Preliminary outcome | Medium term expenditure estimates | | |
|--------------------|-----------------|-----------------------------------|---------------------|-----------------------------------|-------------|-------------|
| | | | | 1999/00 | 2000/01 | 2001/02 |
| 1998 Budget | 19,6 | 24,1 | 21,6 | 20,8 | 21,7 | – |
| 1999 Budget | – | – | – | 20,0 | 20,0 | 20,7 |

Policy formulated by the Minister, Director-General and other members of the Department's management are dealt with under this programme. It involves organising the Department, rendering centralised administrative and office support services, managing departmental personnel and financial administration, determining working methods and procedures and exercising control.

Programme 2: Functional assistance to the Minister

| R million | Budget estimate | Adjusted appropriation 1998/99 | Preliminary outcome | Medium term expenditure estimates | | |
|--------------------|-----------------|-----------------------------------|---------------------|-----------------------------------|-------------|-------------|
| | | | | 1999/00 | 2000/01 | 2001/02 |
| 1998 Budget | 38,3 | 45,2 | 38,7 | 39,9 | 40,1 | – |
| 1999 Budget | – | – | – | 32,8 | 34,0 | 35,2 |

The *Functional assistance* programme renders professional support to the Minister in leading the transformation process by developing appropriate policy and facilitating implementation thereof through strategic interventions and partnerships as well as maintaining a functioning public service.

This programme includes:

- ◆ Human resource management and development.

- ◆ Remuneration, conditions of service and labour relations policy.
- ◆ Organisational arrangements and information technology advice.
- ◆ Public Service reform and transverse support services.
- ◆ Communication services.

Programme 3: Auxiliary and associated services

| R million | Budget estimate | Adjusted appropriation 1998/99 | Preliminary outcome | Medium term expenditure estimates | | |
|-------------|-----------------|-----------------------------------|---------------------|-----------------------------------|---------|---------|
| | | | | 1999/00 | 2000/01 | 2001/02 |
| 1998 Budget | 0,7 | 0,7 | 0,1 | 0,7 | 0,7 | – |
| 1999 Budget | – | – | – | 0,0 | 0,0 | 0,0 |

Payment on behalf of participating departments to the State Information Technology Agency for providing information systems and related services are included in the *Auxiliary services* programme.

PROJECTS AND INITIATIVES UNDERTAKEN

Provincial review reports

The DPSA co-ordinated a comprehensive review of provincial administrations in 1996 and 1997.

The Reports confirmed that a number of provincial administrations suffer from a lack of capacity in critical areas, but that significant progress has been made in creating a deracialised and legitimate Public Service which is increasingly delivering services to previously marginalised sectors of our community.

Public Service Regulations

The new Public Service Regulations which have been developed by the DPSA will replace the existing Public Service Regulations, Public Service Staff Code and directives issued by the Public Service Commission, and will be implemented early in 1999. The implementation of the Regulations will have implications on the way that departments and provincial administrations are managed.

Dispute resolution

The DPSA acts on behalf of the State in the collective bargaining process and the resolution of disputes arising from the interpretation of agreements.

Other projects

Apart from the above projects, the DPSA has initiated a number of other projects to transform the personnel framework of the Public Service. These include:

- ◆ Replacing the existing, highly prescriptive Personnel Administration Standards with less detailed and more user-friendly Codes of Remuneration.
- ◆ Introducing job evaluation as a key requirement in evaluating the “weight” of Public Service jobs, thereby improving work organisation and salary grading.
- ◆ Establishing a Public Service Education and Training Authority (PSETA).

WOMEN IN THE CIVIL SERVICE

Public service pay is linked to skill level, with all employees falling into one of seven broad categories. Women are slightly under-represented in the lower-skilled category, where they account for 41 per cent of all workers. They are far more severely under-represented in all levels from highly skilled supervision upwards. They account for 25 per cent of the highly skilled supervision group, 14 per cent of management and 12 per cent of senior management. The percentage increases again to 29 per cent of the highest earning "other" category, but this category contains a total of only seven employees – five men and two women.

Skill and pay levels in the public service

| Skill level | Salary (R) | Women (%) | Men (%) |
|----------------------------|-------------------|-----------|---------|
| Lower skilled | 0 – 27 443 | 41 | 59 |
| Skilled | 27 444 – 47 612 | 54 | 46 |
| Highly skilled production | 47 613 – 111 653 | 54 | 46 |
| Highly skilled supervision | 111 654 – 171 425 | 25 | 75 |
| Management | 171 426 – 233 078 | 14 | 86 |
| Senior management | 233 079 – 332 205 | 12 | 88 |
| Other | 332 205 | 29 | 71 |

State IT Agency

Legislation on a State Information Technology Agency (SITA) has been tabled in Parliament. SITA will enable the Public Service to pool resources and use the latest techniques and the best expertise to improve its management of information technology.

Employer-employee relations

The DPSA is also responsible for the promotion of sound employer-employee relations through appropriate labour relations policies and through the collective bargaining process. Through the collective bargaining process and through co-determination and joint problem-solving, the negotiators acting on behalf of the employer have been able to maintain labour peace and stability in the Public Service.

COMMISSIONS

Two Commissions are within the administration of the DPSA.

Judge White Commission

The Judge White Commission (JWC) was established in February 1995 to review the contracts, appointments, promotion, awards and any other benefits to any public servant against whom a complaint had been lodged.

The JWC focused on the period from 27 April 1993 to 30 September 1994 and specifically investigated all the promotions of personnel alleged to have been irregular during this period. The Commission was expected to complete its work by the end of 1998.

Presidential Review Commission (PRC)

A Commission of Inquiry regarding the transformation and reform of the Public Service, the Presidential Review Commission (PRC) was established in March 1996. It completed its work in 1998 when its report was submitted to the President. A special Cabinet Committee was appointed to consider implications and make recommendation on the implementation.

Its terms of reference included an inquiry into the structure and functions of the Public Service and its statutory bodies, a review of all ministries, departments, provincial administrations and a review and revision of the systems, routines and procedures of planning, budgeting and financial execution in the Public Service.