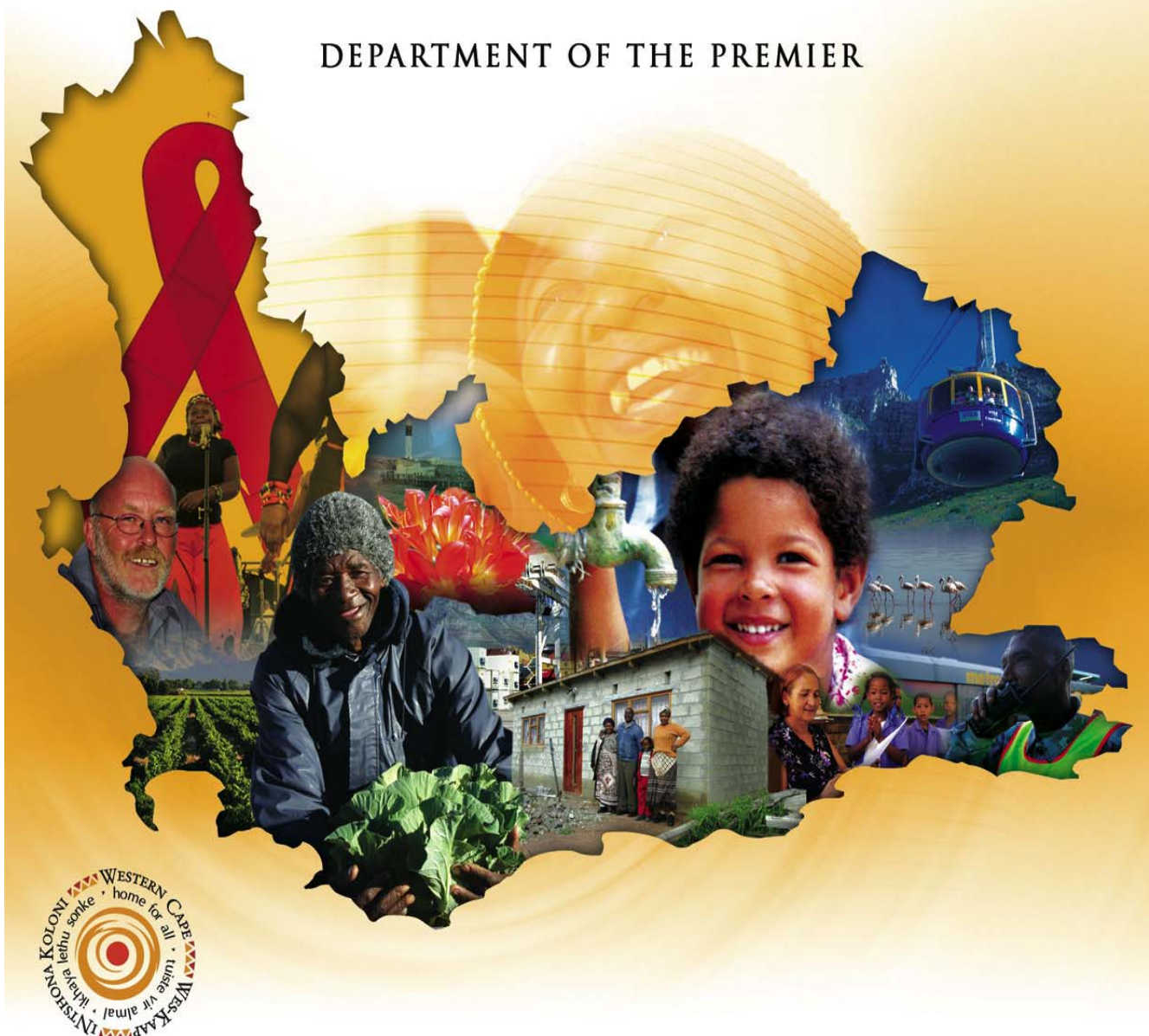


# STRATEGIC PLAN

2005/06 - 2009/10

DEPARTMENT OF THE PREMIER



**Strategic Plan  
2005/06 – 2009/10**

**Office of the Premier,  
Western Cape Province**

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## **FOREWORD**

When I took office almost a year ago it was clear that the primary responsibility and mission of this government had to be to deliver on the people's contract to create jobs and fight poverty so as to ensure a better life for all. Fulfilling this historic mandate requires a developmental state that is ready and fit to implement a provincially tailored growth and development strategy (iKapa Elihlumayo). In my budget speech last year I spoke to the philosophical starting points that inform our definition of the role and functions of a development state. We also argued that the developmental state achieves its mission through holistic governance, which in turn rests on four pillars: integrated governance (intra-government); co-operative governance (inter-sphere); responsive governance and globally connected governance.

The past ten months has been taken up in large measure with a profound re-definition process to make sure that the instrument of delivery – the state – is in fact equipped and ready to give expression to holistic governance. This strategic plan embodies a comprehensive overview of the pathway we have chosen to transform the entire provincial government into an effective and focused organism of delivery to the people of the Western Cape.

At the heart of the strategic vision for the Department of the Premier is a determination to move decisively away from a positioning of support to one of leadership and enablement. This translates into a new mission, strategic focus and organisation of the Department of the Premier.

The department's new functions include co-ordinating inter-sphere service delivery, research and information analysis of key data trends, policy development and planning, monitoring and evaluation of iKapa Elihlumayo strategies and Presidential Projects, as well as other strategic projects and initiatives.

A re-engineering process is underway to establish a structure which will enable the Department of the Premier to effectively execute its leadership and co-ordination functions. The strategic goals and objectives therefore will be further refined after the re-engineering proposal has been approved.

It is envisaged that the new Department of the Premier will become the centre of government by strategically guiding the province and centrally co-ordinating the strategic functions in order to deliver seamless and holistic governance towards realising the iKapa Elihlumayo strategies and transforming the Western Cape into a true Home for All.

**Ebrahim Rasool**

**Premier: Western Cape**

## **PART A: STRATEGIC OVERVIEW**

### **1. Overview of Strategic Plan**

Stemming from the change in executive authority, this department is repositioning itself in terms of its role in the provincial government of the Western Cape. Whereas it previously operated as the department providing transversal services such as corporate services, legal service and information technology it now endeavours to be the department that is the strategic leader of the provincial government. In order to successfully affect this change will require a radical change in strategy, structure and culture of the organisation.

As this department's current organisational structure is not conducive to the effective pursuit of the newly determined strategic goals, a re-engineering process has been started to determine an appropriate organisational design. This impacts significantly on the current strategic planning process as final strategic objectives and targets cannot be determined until the new structure of the department is known. The department will therefore, as a consequence, have another strategic planning session in May 2005 after which a detailed business plan will be submitted to the Provincial Legislature and the Provincial Treasury. It is therefore inevitable that a revised five-year strategic plan will also be submitted to replace this version of the department's strategic plan for the period 2005/06 – 2009/10.

The ten strategic goals outlined in this document were determined on the basis of this department's strategic leadership role (leadership, iKapa Elihlumayo management and central co-ordination of functions), the iKapa Elihlumayo strategies (communication, internal human capital, internal social capital) and the transversal functions performed by the department (legal services, information and communication services).

This department is approaching its challenges with much enthusiasm and with a great sense of purpose, as it is anticipated that the re-engineered department will result in renewed vigour amongst employees and clear direction in the functions. The re-engineering of the department will bring about serious challenges to the status quo and will require a radical paradigm shift of the employees. However, I am confident that this department will rise to the challenge and contribute significantly to realising the iKapa Elihlumayo strategies and making this province a Home for All.

**DR GA LAWRENCE**  
**DIRECTOR-GENERAL**



## **2. Vision**

The vision of the department is for the Western Cape to truly be 'A home for All'

## **3. Mission**

### **3.1 Mission Statement**

The Department of the Premier, through holistic governance, will deliver:

- Strategic leadership;
- Outcomes based management;
- Needs-based services and
- Efficient and effective corporate government

To Provincial Government and the citizens of the Western Cape at large.

### **3.2 Holistic Governance**

Holistic governance asserts the importance of the general (whole) over the partial (component). And seeks to achieve alignment, co-ordination and integration in, and between, spheres of government across organisational structures and instruments in pursuit of a common goal. Holistic governance is premised on the view that fragmentation is a problem that can be overcome, not a condition to live with.

The Department of the Premier utilises a series of instruments to give effect to holistic governance in all its dimensions. The instruments can be summarized as follows:

- *Policy synthesis and leadership*

A number of functions contribute to the exercise of this instrument

- Research, information and analysis of data and key trends
- Monitoring and evaluation of Ikapa Strategies, Presidential Projects/initiatives, National Programme of Action, Cabinet decisions, quality of services delivery benchmarks (Batho Pele), etc.
- Strategic Planning methodologies

- *Transversal Support*

- Human resource management
- Information communication technology policy as expressed as an e-governance strategy
- Legal services

- *Communication*

This instrument allows the department to reach every staff member and citizen to inform and enthuse them about the practical dimensions of 'A home for All' and iKapa elihlumayo. In this sense, the internal and external communications function is arguably the most important instrument in fostering a shared commitment to the government agenda.

- *Co-operative governance forums*

This instrument enables us to maximize the impact of our development investment by linking our interventions with the resources of the other spheres of government. The two key forums that constitute this instrument is the President's Coordination Council (PCC) and the anticipated Premier's Intergovernmental Forum (PIGF) established in the IGR Bill. In addition to the compulsory PIGF the Premier may establish other inter-governmental forums to deal with specific functional areas. These new co-operative governance instruments will greatly enhance the possibility of strategic alignment and seamlessness if properly executed.

- *International relations*

This instrument is deployed within a tightly circumscribed national policy framework. Nonetheless, given the increasingly globalised nature of the world, it is vital for all spheres of government to undertake concrete steps to give expression in appropriate ways to national government's International Relations policy objectives. A specific policy will be drafted to spell out how global connectivity will be enhanced to ensure fast growing investment, trade and tourism to the Western Cape.

#### **4. Values**

Establishing this department as a strategic leader will be driven by the building of a strong corporate culture founded on ethical business principles and moral values. These are:

- **Ethical governance**  
The principles which inform our ethics are non-racism, non-sexism, human rights, democratic citizenship, transparency, accountability and ubuntu.
- **Holism**  
We are committed to see the realisation of holistic governance that engages in an integrated manner with the full spectrum of people's needs at every point in their life cycle.
- **Learning organisation**  
We will adopt a team-based practice of conscious reflection, analysis, problem solving and experimentation within a performance-based framework.
- **Achieving 'public value'**  
We will ensure the most efficient, effective and accountable structure in direct relation to our vision for the future.

## **5. Contextual Framework**

The concept of the developmental state emerged to describe the role played by a government in stimulating economic development. South Africa exhibits many characteristics of a developmental state which include a national development vision within a global context; a strong and competent state; a set of institutions to promote growth and development; a plan for economic development and ability to give direction to market mechanisms; creating a climate for growth, strategic intervention in the economy without state ownership of most industrial assets; and fostering cohesion of society and state.

A developmental state is a strong state that excels in the basics of public administration and that intervenes strategically in the economy to promote social development. A fundamental feature of the South African developmental state is that it must be people-orientated and capable of addressing the socio-economic needs of all its people, especially the poor, marginalized and historically disadvantaged.

The strategic goals of this department are influenced by external factors such as global, continental, national and provincial agendas which include the Millennium Development Goals, the New Partnership for Africa's Development (NEPAD), the Medium Term Strategic Framework, the National Plan of Action and Ikapa elihlumayo. Both the Premier and the President in their addresses on the state of the nation and province respectively, outlined developmental priorities which must be afforded urgent attention in the department's strategic plan.

Internal factors which influence the department's strategy are the departmental resource strengths and weaknesses, competencies, shared values, culture, departmental structure, personal ambitions, business philosophies and ethical principles of key executives. These factors are depicted in figure 1.1.

### **5.1 Millenium Development Goals**

A framework of eight goals, eighteen targets and forty-eight indicators to measure progress towards the Millennium development goals were adopted by a consensus of experts from the United Nations Secretariat and the IMF, OECD and the World Bank. The eight goals are:

- (a) eradicating extreme poverty and hunger;
- (b) achieve universal primary education;
- (c) promoting gender equality and empower women;
- (d) reducing child mortality; (e) improving maternal health;
- (f) combatting HIV/AIDS, malaria and other diseases;
- (g) ensuring environmental sustainability and
- (h) developing a global partnership for development.

## **5.2 NEPAD**

The New Partnership for Africa's Development is a vision and strategic framework for Africa's renewal. The NEPAD strategic framework document arises from a mandate given to the five initiating Heads of State (Algeria, Egypt, Nigeria, Senegal, South Africa) by the Organisation of African Unity (OAU) to develop an integrated socio-economic development framework for Africa. The 37<sup>th</sup> Summit of the OAU in July 2001 formally adopted the strategic framework document.

The primary objectives of NEPAD are:

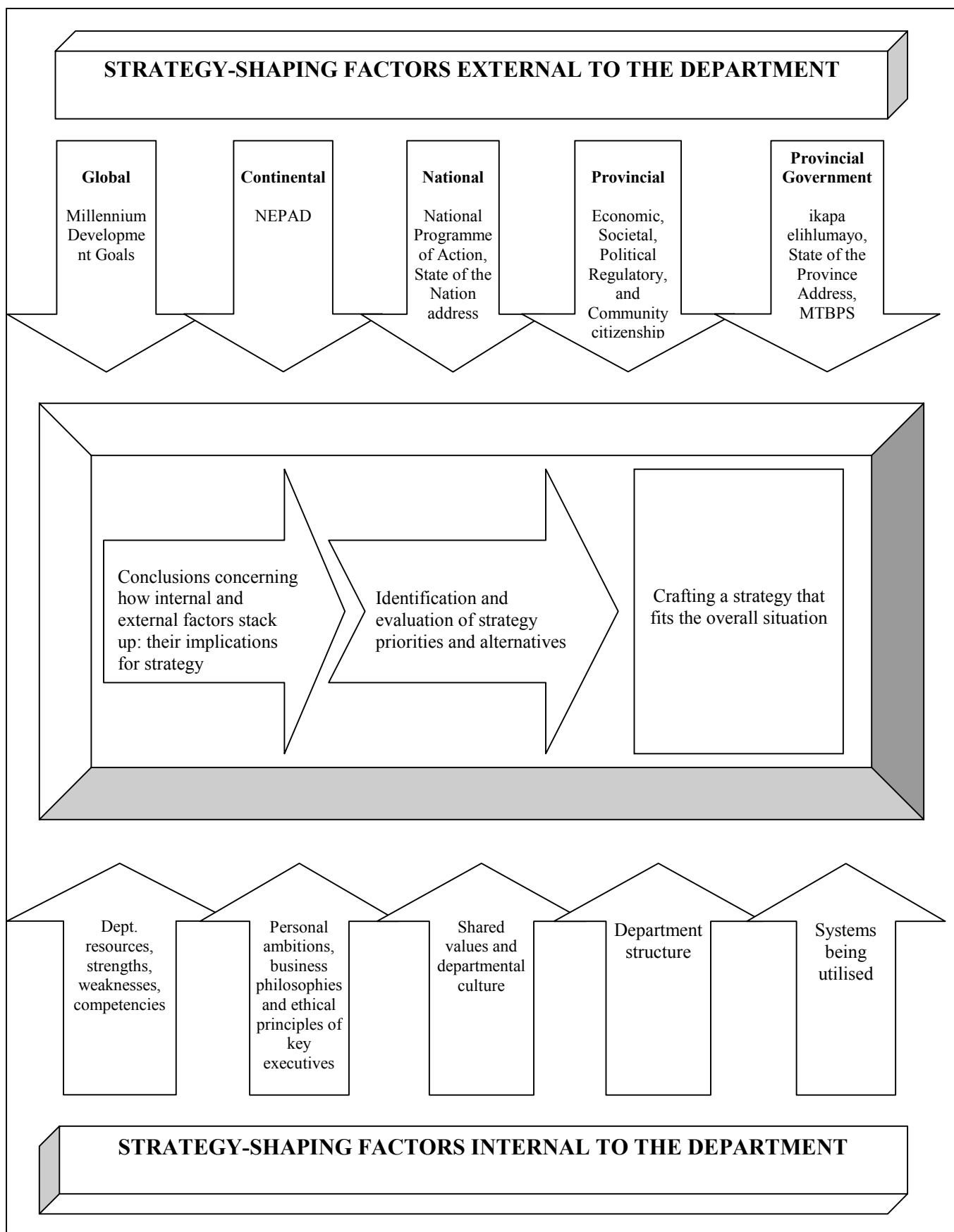
- (a) to eradicate poverty,
- (b) to place African countries, both individually and collectively on a path of sustainable growth and development,
- (c) to halt the marginalisation of Africa in the globalisation process and enhance its full and beneficial integration into the global economy and
- (d) to accelerate the empowerment of women.

## **5.3 National Program of Action**

National government has set strategic objectives for the second decade of freedom, which are:

- (a) Reduce unemployment by half.
- (b) Reduce poverty by half.
- (c) Provide the skills required by the economy
- (d) Ensure all South Africans are able to fully exercise their constitutional right and enjoy the full dignity of freedom.
- (e) Compassionate government service to the people.
- (f) Improve services to achieve a better national health profile and reduction in preventable causes of death, including violent crimes and road accidents.
- (g) Seriously reducing the number of serious and priority crimes and cases awaiting trial.
- (h) Position South Africa strategically as an effective force in global relations.

**FIGURE 1: FACTORS SHAPING THE DEPARTMENTAL STRATEGY**



## **5.4 iKapa Elihlumayo**

The medium term iKapa Elihlumayo strategy underpins the vision of 'A Home for All' and requires creativity, dedication and boldness in our drive to bring dignity, equity and prosperity to the Western Cape. The following eight key developmental priorities have been identified for the province by the Provincial Cabinet.

- (a) Building Social Capital with an emphasis on youth.
- (b) Building human capital with an emphasis on youth.
- (c) Strategic infrastructure investment
- (d) Micro-economic development strategy
- (e) A provincial spatial development framework.
- (f) Improved co-ordination and communication
- (g) Improving financial governance
- (h) Improved local government interface

Different departments have been tasked with drafting these lead strategies which are complimented by support strategies drafted by other departments. This department has been allocated the responsibility for the lead strategy of improved co-ordination and communication, and the supporting strategies of building internal human capital and internal social capital.

## **6 Sectoral Situation Analysis**

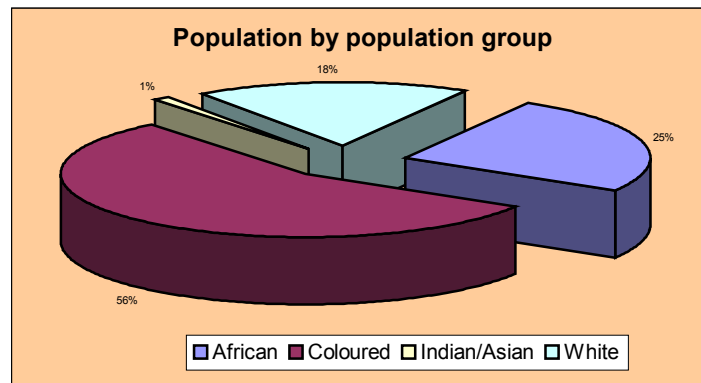
The department does not serve a specific sector of the economy but has a responsibility to oversee the overall improvement of the economy and quality of life of all its citizens. In doing so the department's effectiveness should be measured in terms of the state of the province and how this department, through its strategic leadership and co-ordination of iKapa elihlumayo, can effect change in the province. Despite the lack of monitoring and evaluation system for the external environment on which the provincial government seeks to effect change, various other reports and statistics exist by which performance can be measured.

### **6.1 Summary of service delivery environment challenges**

#### *Demographics*

The department's main clients are the citizens of the Western Cape which has an estimated population of 4.757m, making up 10.2% of the total population of the country (GHS: xii General Household Survey 2003)). Registered births for babies born in 2003 is a total of 69 507, which is 12.5% of the total number of births registered in that year (Rec. Live Births 2003: 6). The population of the Western Cape is made up predominantly of Coloured people (56%) with Africans (25%), Whites (18%) and Indians/Asians making up the rest.

**FIGURE 2: POPULATION OF THE WESTERN CAPE BY POPULATION GROUP**



- *Technological*

What the Centre for e-Innovation does internally will start to have an impact externally; external imperatives will increasingly dictate the way in which the Provincial Government conducts its IT operations and projects. The Centre cannot afford to focus only on the Provincial Government's internal ICT needs and then later address the role of ICT's in society; nor can it afford to be primarily outwardly focused if the internal processes are not adequately supported. It must endeavor to manage both at the same time, with a bias towards internal readiness.

The whole purpose of democratic government is to regulate society for the common good and to provide services equitably, especially those that cannot be provided through market forces. And in doing so government gives an important lead to the direction of social and economic development. In South Africa, all post-1994 governments have taken this on as an explicit responsibility.

- *Environmental*

The commitments to the growth and development of the province are underpinned by the triple bottom line approach which includes economic viability, environmental sustainability and social development. However, like other developing countries, South Africa faces the considerable challenge of achieving economic growth and poverty reduction without environmental degradation. The delivery of services, a fundamental goal of sustainable development, is critical to urban and rural settlements. Access to water, energy, proper sanitation and waste removal not only diminishes environmental risks, but is critical to development.

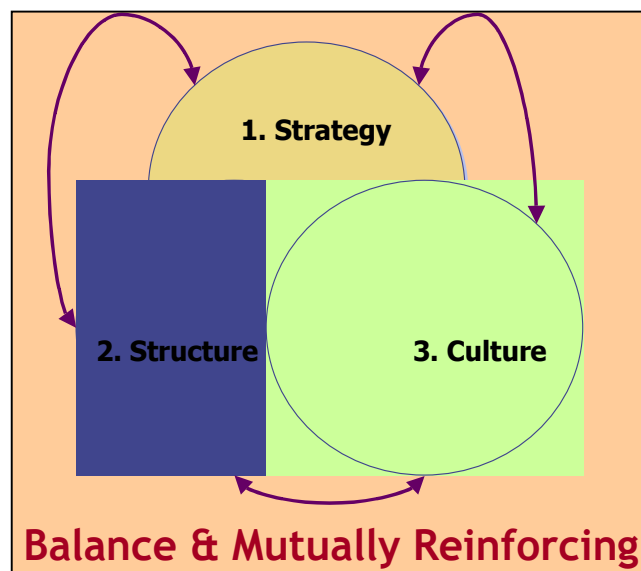
## **6.2 Summary of organisational environment challenges (Internal environment)**

For the department to establish itself as the strategic leader in the province and assume its role as the centre of provincial government will require a change of strategy, structure and culture. In

addition to this, the skills and competencies of the management of the department need to be evaluated and suitable matched to tasks where they can be utilised optimally. The department will therefore embark on a re-engineering and restructuring process which will attempt to balance strategy, structure and culture which will transform it from an organisation which is currently characterised by a lack of:

- functional coherence (i.e. trapped in silos, turf battles, fragmentation and incrementalism);
- responsive governance;
- strategic thinking and planning at critical points in the system;
- consistent resource allocation and capacity to ensure alignment between inputs, processes and outcomes;
- a shared/common vision and collective responsibility for the individual and collective responsibilities of the department;
- clear lines of communication and clear points of accountability and responsibility;
- a representative workforce that reflects the demographic profile of the economic active population of Western Cape; and
- an organisational culture that promotes creativity, innovation, foresight, etc.

**FIGURE 3: INTER-RELATIONSHIP OF STRATEGY, STRUCTURE AND CULTURE**



○ *Strategy*

Determining the new strategy for the department as a strategic leader required a paradigm shift by its managers and will demand of them to think and act outside of the parameters within which they grew accustomed to. Providing strategic leadership requires one to be intellectually at the forefront



of policy development while being bold yet responsible when making decisions. Building strategic competence within the department will pose a considerable challenge as this is vital for the successful conversion to its new role.

The roles of the Premier and Director-General as political and administrative principals of the province will also differ significantly than previously. The Premier will provide the strategic direction in terms of:

- (a) the overall development of the province
- (b) the integration with other spheres of government, especially local government
- (c) national priorities

It will be the responsibility of the Director-General to manage the administrative processes to ensure that those strategic goals set by the Premier are achieved.

- *Structure*

Currently the department is operating in silos as the structure and previous goals and objectives did not lend itself to co-operation between branches. A strategic goal has normally been the sole responsibility of a single program manager with all objectives and outputs falling within his/her span of control. The format in which budgets are drafted in the public service unintentionally forces departments to default into aligning organisational structures with programme structures, which in turn dictates the department's strategic goals.

Given the fact that structure should follow strategy, this department has first determined its strategic goals and will now embark on a process of restructuring in order to establish a suitable institutional architecture to pursue the set strategic goals. Only after the structure has been determined will a programme structure be determined and a proper budget be compiled. This will result in a manager being responsible for a certain strategic goal will not necessarily have to be a program manager. The strategic goal manager will also be working closely with members of other components within the department towards attainment of specific objectives.

- *Culture*

The principles of Batho Pele will form a critical role in improving the service of not only this department, but also provincial government as a whole. A program to revitalise Batho Pele will have to be launched and communicated properly. Lessons learnt from the past points towards weak buy-in by public servants, resulting in unresponsive governance. However, responsiveness cannot merely be voluntary, it will have to be taught, measured and monitored and be built into the structures of government. This department faces the challenge of not only transforming itself, but also to lead the cultural transformation of the rest of the 61,000 public servants in the province. Key to this transformation will be informing the public about their rights and responsibilities regarding

Batho Pele. It is their right to be treated according to all the principles of Batho Pele, but they also have a responsibility to report when their rights have been impeded. In addressing a parliamentary briefing, Public Service and Administration Minister Geraldine Fraser-Moleketi outlined a strategy to revitalise the Batho Pele programme.

## **7. Legislative and other mandates**

The key legislation that govern the existence of the Department at the time is summarised below:

- The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

Being the Supreme Law in our Country, the Department measures its actions against the provisions and prescripts contained therein.

- The Constitution of the Western Cape, 1997 (Act 1 of 1998)

Being the Supreme Law in our Province, the Department measures its actions against the provisions and prescripts contained therein.

- Public Service Act, 1994 (as amended)

To provide for the organisation and administration of the public service of the Republic, the regulation of the conditions of employment, terms of office, discipline, retirement and discharge of members of the public service, and matters connected therewith.

- Public Finance Management Act (PFMA), 1999 (Act No 1 of 1999)

To regulate financial management in the Department to ensure that all revenue, expenditure, assets and liabilities of the Department are managed efficiently and effectively, to provide for the responsibilities of persons entrusted with financial management in the Department and to provide for matters connected therewith. To fulfil all prescribed responsibilities with respect to public entities.

## **8. Broad policies, priorities and strategic goals**

8.1 During its strategic planning process the following priorities have been identified:

### **8.1.1 Ikapa elihlumayo**

- As the department is repositioning itself as the strategic leader of the provincial government, it will assume responsibility for driving the iKapa elihlumayo strategy.
- This department is the lead department for the communication and co-ordination strategy of iKapa elihlumayo and will therefore focus major effort into these functions. Due to the nature of the two functions it was decided to have two separate strategies for communication and co-ordination.
- This department is a supporting department for the building of Human Capital and is responsible for the building of Internal Human Capital

### 8.1.2 Strategic leadership

- Strategic leadership will be provided through the enhancement of the cluster system.
- Central Information System will be developed to assist in the decision-making processes and to monitor and evaluate progress toward objectives.
- In order for this department to focus on its strategic role, it will have to shed those functions which are not of strategic importance and can equally be performed by line function departments. Security Services was devolved to the department of community Safety, with Translation Services, the Gymnasium and the Lunch Club also being considered for transfer to other departments.
- Due to the department repositioning itself the restructuring of its establishment is an unavoidable consequence.

8.1.3 The Western Cape Provincial Youth Commission has been established as a public entity. The Provincial Youth Commission will be responsible for promoting the interest of youth in the province.

8.1.4 Strengthening the Legal Services' Forensic investigative unit will contribute towards improving corporate governance in line with the priorities of iKapa elihlumayo.

8.1.5 The Centre for e-Innovation will continue to make appointments in order to fill its required posts. It is envisaged that a further 124 posts will be filled in the financial year 2005/06 subject to final verification in terms of the re-engineering proposal.

8.1.6 A deliberate drive towards transformation of the representivity within the provincial government will be co-ordinated from this department.

8.1.7 Revamping the provincial communication structure and infrastructure

## 8.2 Strategic Goals

Flowing from the key priorities identified, the following strategic goals have been formulated. These goals are explained in more detail in part B of this document.

1. Provide strategic leadership and direction with regard to implementing holistic governance
2. Ensure co-ordinated and integrated policy development and planning as well as seamless service delivery through sound inter- and intra-governmental relations.
3. Facilitate and strategically guide the progressive realisation of the iKapa Elihlumayo strategy
4. Ensure an informed, inspired and engaged public/citizenry through a structured advocacy (communication, marketing and social mobilisation) programme.
5. Building internal human capital
6. Building internal social capital
7. Through responsive governance improve the quality of life of vulnerable groups (A focus on children, youth, aged, women, in relation to disability, gender based discrimination, poverty and HIV/Aids).

8. Actively participate in the regulatory environment within which the Provincial Government operates in order to effect holistic governance.
9. An Information Society which is inclusive, people centred and respond to the development challenges posed by the digital divide – utilizing appropriate ICTs in such a way that it enables all our people in the Western Cape to achieve their full potential, promote sustainable economic and social development, improve quality of life and alleviate poverty and hunger.
10. Moral regeneration

## 9. Systems to monitor progress

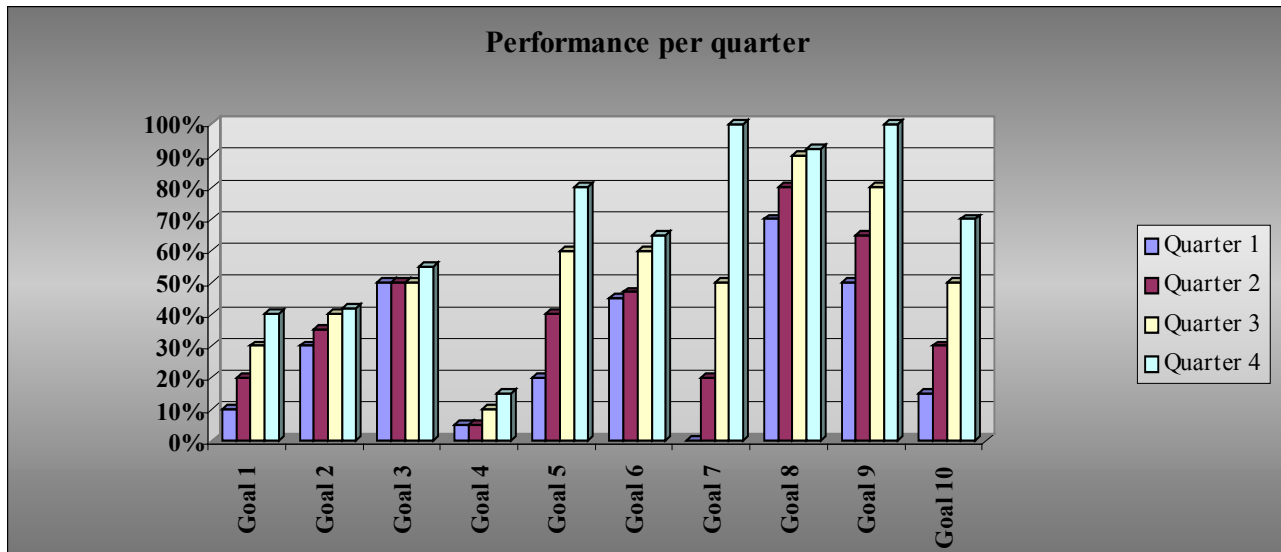
One of the main agents of change of the department's culture will be the process by which the pursuit of the strategic goals of the department will be managed. Apart from the information systems planned to monitor and evaluate the performance of actions towards the achievement of the Ikapa elihlumayo strategies, this department will also implement its own monitoring and evaluation systems. These are:

- Linking the SMS managers' performance agreements to the goals and objectives as outlined in this document.
- Establishing a Departmental performance index (Table 1.1) by assigning weights to each strategic goal to determine levels of progress on achieving its annual targets. Each strategic goal is subdivided into strategic objectives which will also be weighted based the priority of an objective. The departmental index as depicted below is merely an illustration, as it needs to be refined and the final weighting of goals is yet to be determined during the strategic planning process in May 2005.
- Conducting regular monthly reviews in terms of progress towards achieving set objectives. This progress will be depicted graphically as follows:

**TABLE 1: DEPARTMENTAL PERFORMANCE INDEX**

Strategic Goal	Principal	Weight	% Of Annual target achieved			
			Quarter 1	Quarter 2	Quarter 3	Quarter 4
Goal 1	A	10	10%	20%	30%	40%
Goal 2	B	10	30%	35%	40%	42%
Goal 3	C	10	50%	50%	50%	55%
Goal 4	D	10	5%	5%	10%	15%
Goal 5	E	10	20%	40%	60%	80%
Goal 6	F	10	45%	47%	60%	65%
Goal 7	G	10	0%	20%	50%	100%
Goal 8	H	10	70%	80%	90%	92%
Goal 9	I	10	50%	65%	80%	100%
<b>Departmental Performance Index</b>			<b>29.5</b>	<b>39.2</b>	<b>52</b>	<b>65.9</b>

**FIGURE 4 : GRAPH OF QUARTERLY PERFORMANCES**



## 10. Description of Strategic Planning Process

After the budget speech delivered by the Premier on 24 June 2004, all heads of components were requested to do strategic planning with their respective components. During August all SMS member were involved in a two day strategic planning process where key priorities were identified and broad goals were formulated. The Premier set the scene by providing clear direction on where he wants the Department to head. A week after the strategic planning session all SMS members were once again called together to review the goals formulated from the inputs received at the strategic planning session. At this session a task team consisting of six members was established to determine the objectives and to refine the strategic goals. After the strategic goals and objectives have been finalised, individuals were assigned responsibilities for certain objectives for which they had to determine the outputs for inclusion into the Annual Performance Plan.

Emanating from the broad strategic goals and objectives defined in this strategic plan, individual strategy documents had to be developed for both the department and the province as a whole. Apart from those lead and supporting strategies to be drafted and implemented in terms of iKapa elihlumayo, the following key strategies were identified for development and implementation:

- Service delivery improvement strategy
- Community Development Workers
- Expanded Public Works Programme
- Urban Renewal Programme
- Integrated Sustainable Rural Development Programme
- Project Consolidate
- Social dialogue and partnerships

The above strategies will either relate to an implementation and management role on the part of this department or merely a provincial co-ordinating role which this department will assume in order to ensure uniform rollout of national initiatives.

## **PART B**

### **STRATEGIC GOALS AND OBJECTIVES**

#### **11.1 Strategic goal 1: Strategic Leadership**

**Provide strategic leadership and direction with regard to implementing holistic governance.**

##### **11.1.1 Context**

Leadership is the art of creating an environment and influencing people to willingly follow a chosen direction. It requires a clear vision and guides followers along a path that realises the vision. Leadership directly affects the opinions and attitudes of people, leading to changes in individual behaviour then group behaviour. Leadership helps individuals and groups accept uncertainty, because they have confidence that the leader will provide solutions to any problems that may arise.

- Staying on top of what is happening, closely monitoring performance, ferreting out issues and learning what obstacles lay in the path of good execution.
- Promoting a culture and esprit de corps that mobilises and energises the province's employees to execute strategy in a competent fashion and perform at high levels
- Keeping the province responsive to changing conditions, alert for new opportunities, bubbling with innovative ideas, and developing valuable competencies and capabilities.
- Exercising ethics in leadership and insisting that departments conduct their affairs like a model corporate citizens.
- Pushing corrective actions to improve strategy and overall strategic performance.

- Staying on top of what is happening

This action requires this department to have a network of information flowing to the departmental nerve centre. The communication strategy of the province will be key in establishing structures which will feed information to the centre of government. These structures will include amongst other the Internet, call centre, imbizos, newspaper articles and reports from departments.

It will also be required of this department to conduct continuous research in order to keep abreast of the latest trends and developments on the provincial, national, continental and international spheres. A central research component, which provides a central point for assimilation of all provincial data, is key to the leadership role of this department. Research components of other departments such as Education and research conducted by the Provincial Treasury will by no means be affected, the only difference being that their research statistics and results should be submitted to the central research component which will resort in this department.

The department will also source information through reports which are to be submitted to National Government on the National Programme of Action, as well as through its own monitoring and evaluation system.

- Leading efforts to establish a strategy supportive culture.

Unlike private organisations where political alignment (not necessarily affiliation) does not play a major role in the support of the organisational strategy, the Provincial Government in the Western Cape is fraught with employees with diverse interests. This lead to latent opposition to provincial and departmental strategies which can hamper the success thereof. However, it is not only political disalignment that poses a threat to the successful execution of strategies, but also personal ambitions of the thousands of individuals making up the Provincial Government workforce.

The responsibility of this department in establishing a strategy supportive culture cannot be underestimated. It is natural for people to resist change, especially where the previous system benefited those who were rewarded for tenure, individualism and developmental inertia. This department will therefore have to instil a culture of continuous service delivery improvement, a culture of continuous learning and a culture of ubuntu.

#### **11.1.2 Situation Analysis**

The executive authority of a province is vested in the Premier. In the execution of his/her duties, he/she is assisted by an Executive Council composed of members of the provincial legislature. The Premier may also summon the provincial legislature to extraordinary meetings and perform other prescribed functions such as assigning responsibilities to members of the Executive Council. As in the case of Cabinet in the national sphere of government, the members of the provincial Executive Council are responsible for the functions assigned to them. They are individually and collectively accountable to the provincial legislature and the public for the performance of the functions assigned to them. The Provincial Cabinet is the primary decision-making body in the Province, and is supported by the cluster system which comprises of three clusters serving as workgroups to discuss issues of mutual interest.

The Provincial Government consists of thirteen individual departments which, as previously mentioned, are all directed by its own executive authorities and also managed by its own accounting officers or heads of departments (HOD's). The Public Finance Management Act (Act 1 of 1999) has conferred on each executive authority and accounting officer the scope and responsibility to manage his or her own department. This has resulted in each department performing functions within their sphere of governance without consulting with other departments. The consequences were, amongst others:

- Efforts were not properly planned and co-ordinated.



- An overlapping of tasks by different departments, with some focus areas receiving ‘duplicated’ attention and other areas being overlooked.
- No monitoring and evaluation system to measure the impact of government programs.

The functional incoherence between departments was, to an extent, eliminated by the implementation of the cluster system. However, a central policy and planning unit coordinating all strategic operations of the provincial government is a necessity to ensure that all actions and policies are evaluated on the basis of the benefits and costs they will impose on the province as a whole. Provincial Top Management meetings and Cabinet Committee meetings will be used as platforms to monitor provincial priorities.

For this department to take responsibility of the strategic leadership of the provincial government it will require its structure to be re-engineered to be able to give effect to its new role and achieving its goals. This department will, out of necessity of the performance of its new role in the province, have to shed those functions which are not of a strategic nature. Of these functions the Risk Management component is in the process of being transferred to the department of Community Safety. Other functions that could be considered are the Gymnasium, Translation Services and the Lunch Club.

In addition it will also require the necessary strategic competencies to compliment its strategy and structure. Another requirement is the implementation of appropriate information systems to monitor and coordinate provincial actions and policies and also to report thereon. Key to the department’s strategic leadership role will also be the centralisation of all SMS performance agreements to ensure that each SMS member of this province plays a strategic role in creating a Home for All.

### **11.1.3 Strategic Objectives**

1. *Provide strategic leadership and direction through the translation of government priorities into strategic policies and programs, underpinned by integrated, cooperative, responsive and globally connected governance*
2. *To strategically steer, direct and support Special Government Programs to give tangible effect to the vision of a HOME FOR ALL (Special capacity for Premier’s projects)*
3. *Provide strategic leadership through coordinated and integrated planning by the cluster system*
4. *Provide effective and efficient administrative support and direction for cooperative and integrated governance*
5. *Develop, implement and maintain a strategic management information system and capacity to assimilate interrogate and analyse management information to strategically guide decision makers to enhance service delivery and ensure pro-active, integrated and sustainable progress with the realisation of government priorities.*

6. *Ensure globally connected governance to the benefit of the citizens of the Western Cape with specific focus on the modern African State and acknowledgement of national priorities in this regard.*

#### 11.1.4 Analysis of constraints

This department is not geared to immediately assume its leadership role in totality as a lack of strategic competence hampers the strategic pursuance of its goals. The recruitment of staff with the relevant strategic and research competencies will result in valuable time elapsing. However, it is an exercise that cannot be rushed, as the right people with the right attitudes and intents are critical for the success of the department. Due to the fact that it is crucial to attract the right people for these positions, it is possible that candidates will be headhunted or handpicked. Another foreseeable constraint is the non-existence of proper monitoring and evaluation management information system.

The department will also be undergoing a re-engineering process, as the current structure is not conducive to the successful achievement of the stated goals and objectives. The re-engineering process will bring with it its own challenges which are associated with any process of change. Factors such as resistance to change, fear and uncertainty will be managed through a change management process.

The department will have to acquire a monitoring and evaluation system which will enable it to evaluate the progress on the various programs and strategic goals. A foreseeable constraint is the period it will take to design, construct and implement an appropriate information system.

## **11.2 Strategic goal 2: Coordination and intra-governmental relations**

**Ensure co-ordinated and integrated policy development and planning as well as seamless service delivery, through sound intra-governmental relations.**

### **11.2.1 Context**

Intergovernmental relations in the South African context concern the interaction of the three spheres of government, that is, the national, provincial and local spheres of government and its institutions. The Constitution provides that the three government spheres are "distinctive, interdependent and interrelated". These concepts reflect the three constituent components of the decentralised South African State. The following working definitions are provided for these three concepts in the Intergovernmental Relations Audit Report.

- *Distinctive*

"The distinctiveness of each sphere is the degree of legislative and executive autonomy entrenched by the Constitution. One sphere is distinguishable from the other in its powers to make laws and execute them. In short, each sphere has distinctive legislative and executive competencies. The allocation of competencies is based on the assumption that there are particular public interests which are best served by the respective spheres of government. The existence of unique provincial and local interest called for their protection and promotion not through a unitary but through a decentralised state".

- *Interdependent*

"The interdependence of the spheres is the degree to which one sphere depends upon another for the proper fulfillment of its constitutional functions. There are two interrelated aspects to this dependency. First, the provincial and local spheres have an entitlement to assistance from the national and provincial governments respectively, in order for them to fulfill their constitutional functions. Second, the flip side of the entitlement is the duty on the national and provincial spheres to supervise the provincial and local spheres respectively to ensure that they fulfill their constitutional functions. This duty entails both the monitoring of the other sphere and intervening when a dependent sphere fails to fulfill its functions. The interdependence between the spheres is thus reflected in this co-relationship in which a particular sphere (national or provincial, as the case may be) has the responsibility of empowerment and oversight, as well as, under certain circumstances, intervention in the dependent sphere".

- *Interrelated*

"The inter-relatedness of the spheres is the duty on each sphere to "co-operate with one another in mutual trust and good faith" for the greater good of the country as a whole. Based on the distinctiveness of each sphere, the relationship is one of relative equality. However, because this

relationship must be realised within the duty of co-operative government, the result is not "competitive federalism". Consequently, a duty is imposed on each sphere to avoid litigation against another sphere".

Different structures exist to promote cooperation and good relations between the governmental spheres. These institutions primarily exist within the executive or implementing branch of the government. The National Council of Provinces is also referred to as an instrument of intergovernmental relations within the legislative or policymaking branch of government because it deals with policy matters that have both national and provincial specific implications. Other aspects enhancing coordination and integration between government spheres, and across government as a whole, are the planning framework of government, the existence of government clusters, the functioning of the President's Coordinating Council and the Integrated Sustainable Rural Development and the Urban Renewal Programmes, and the committees of Ministers and Members of Provincial Executive Councils (MINMECs).

#### **i. The President's Co-ordinating Council**

The President's Coordinating Council (PCC) was formed in October 1999 and consists of the President as chairperson, the Deputy President, the nine provincial Premiers and the Minister and Deputy Minister for Provincial and Local Government. It provides the opportunity for the Presidency to emphasize the strategic leadership role it attaches to the Premiers and their significance in the system of cooperative government, together with their respective provincial Executive Councils. The PCC is also promoting cooperation between the national executive authority and the provincial executive authority on national development priorities and provincial development programs, and other matters of a high-level policy nature, common to both spheres of government.

#### **ii. National Council of Provinces (Intergovernmental relations structure within the legislative branch of government)**

The Constitution describes the function of the National Council of Provinces (NCOP) as representing the provinces to ensure that provincial interests are taken into account at the national sphere of government. It does this mainly by participating in the national legislative process and by providing a national forum for public consideration of issues affecting the provinces (section 42 (4) of the Constitution). The provinces are therefore represented in the NCOP at the national level and as organised local government are also represented through their 10 representatives (albeit in an observer status), the NCOP is regarded as an important instrument for intergovernmental relations (IGR Audit Report, 1999:114).

### **iii. Cabinet and DG Clusters**

In order to give effect to the objective of integrated governance, the programmes of government's 39 Departments are grouped in cluster committees dealing with similar sectoral challenges. The Ministers who constitute the six Cabinet Clusters provide oversight of the clustered activities. These clusters are:

- Social Sector,
- Economic Sector,
- Investment and Employment,
- International Relations, Peace and Security.
- Justice, Crime Prevention and Security.
- Governance and Administration

These committees have reduced the fragmentation of governance and have ensured that each hand knows what the other is doing. Clustered Ministers are well placed to ensure, in conjunction with their colleagues, that concerted action is taken towards speedy and thorough policy implementation. Corresponding clusters of Directors-General who work closely with the Policy Coordination and Advisory Services in the Presidency in turn support these clusters. The DG clusters ensure that the deployment of departmental resources keeps step with the agendas being set by Cabinet clusters. The deliberations of the Cabinet clusters are thus kept well informed and able to take coordinated administrative action, while the deliberations of the DG clusters are kept accountable to Cabinet through the relevant Cabinet Committees.

### **iv. Intergovernmental relations committees of Ministers and Members of Provincial Councils (MinMec's)**

MINMEC's primarily exist within the areas of concurrent or joint competency between national and provincial government departments, i.e. areas listed in Schedule 4 of the Constitution. A MINMEC is normally composed of a national minister and nine MEC's of the provinces of a sector, provincial officials and representatives of the South African Local Government Association (SALGA). The interface between the different sectoral role-players within the MINMEC's makes it an important instrument for intergovernmental cooperation. MINMECs allow the provinces to explain the peculiarities of their situations to each other and provide them with a major opportunity to interact with the national minister. Terms of reference differ from one MINMEC to another, but essentially they provide advice, identify problems, anticipate potential areas of conflict, comment on national policy and propose legislation, and determine short- and long-term priorities.

#### **v. Forum for South African Directors-General (FOSAD)**

FOSAD is a body of heads of department, with membership confined to national and provincial directors-general. Its chairperson is the Director-General in the Presidency. While the coordination and implementation of national policy is its fore-most activity, the forum provides a regular opportunity for Directors-General to share experiences around policy and implementation, exchange ideas and assist each other in the professional development and management of their departments. Formally, its role in intergovernmental relations includes fostering a dynamic interface between the political structures and the administration at the national and provincial levels, improving horizontal and vertical coordination of national policies, and sharing information on best practices in public management. The wide-ranging brief of FOSAD - especially its reference to support and to facilitate the promotion of cooperative governance - makes it an important instrument to coordinate policy and to ensure that the "vision of the government of the day" - as well as of the future - is achieved (Levy, 2001:108).

#### **vi. Integrated Sustainable Rural Development Program and the Urban Renewal Strategy**

In his State of the Nation address at the opening of Parliament on 9 February 2001, President T Mbeki said that it was government's aim to bring the programmes or projects in all three spheres of government together in a coordinated and integrated manner to address rural and urban poverty (The State of the Nation Address, 9 February 2001:9). Government has therefore adopted the two programmes named the Integrated Sustainable Rural Development Program (ISRDP) and the Urban Renewal Strategy (URS). Poverty targeting and alleviation in the rural and urban areas is an explicit objective of both programmes which is being coordinated and facilitated by the Department of Provincial and Local Government (Ministerial briefing on the Integrated Sustainable Rural Development and Urban Renewal Strategies, 15 February 2001). These programmes are therefore part of an overall strategy of government working in a new integrated way to produce results, a new way of operating that is work-focused. The whole idea of integrated governance is also to put in place a system for accountability and partnership, for the success of these programs is dependent on all stakeholders working together as one. Nodes or spatial locations were identified where both the ISRDP (13 nodes) and the URP (5 localities) will be implemented. The nodal points and localities were identified to deliberately correspond with the landscape of underdevelopment and poverty in South Africa

#### **11.2.2 Situation Analysis**

The basic principle underpinning government's approach to integration is that the work of government impacts on the totality of the lives of citizens in an integrated way. Irrespective of how government operates, the impact of its work is understood as being that of the one entity called government. Therefore, the starting point in building integrated governance should be that systems and structures created should serve the purpose of ensuring effective and cost-efficient service to

improve society's quality of life. It is, for example, not much use to anyone if upon completion of the construction of a health clinic or school, the necessary water, electricity or road access remains incomplete. The basic intention is to ensure that the narrow bureaucratic momentum of individual government departments does not unnecessarily reduce the democratic Government's overall capacity for speedy and effective delivery. The recent introduction of a Planning Framework for government is designed to integrate and synchronize strategic policy processes with the budget cycle. Every department of state and provincial administration is expected to develop their own planning cycles within the overall planning framework of Government as agreed by Cabinet. The framework links the electoral, parliamentary and budgetary cycles, and ensures that policy decisions taken by Cabinet inform planning throughout government. The planning framework includes a sequence of activities that will culminate each year with a Medium Term Strategic Framework (MTSF) - a limited but focused set of medium-term strategic objectives that are shared by all spheres of government and inform the Medium Term Expenditure Framework (MTEF) that has been in operation for some time. This will ensure that the two wheels of the carriage - strategic priorities and budgeting (finance) - are up to equal speed and are properly sequenced for government as a whole.

For the Province to develop through the co-operation of all three spheres of government, and especially through the co-operation of all thirteen departments, a central strategy unit should be established. Currently there is no coherence in strategies and a lack of a central unit responsible for policy development and planning hampers the overall development of the province. Closely linked to this is a proper monitoring and evaluation system to measure the performance towards achieving provincial objectives.

Various services are delivered by the different departments and the local government but there is no central oversight and co-ordination of the services rendered by government. This leads to the province not being able to monitor the efficacy and impact of its services. National Government also regularly launches national programmes which have to be implemented and reported on by the various provinces. It is critical that this department keeps abreast of all programmes relating to local, provincial and national government.

### **Premier's Intergovernmental Forum**

In anticipation of the Inter Governmental Bill becoming law, the Premier will convene his first Premier's Intergovernmental Forum (PIGF) by April 2005. The purpose of the PIF is to realise the objective of finding synergy between the National Spatial Development Perspective (NSDP), iKapa Elihlumayo and the various Integrated Development Plans (IDP's) of the municipalities in the Western Cape. Aligned and co-ordinated action on the Project Consolidate and the two Presidential

nodes, as well as the refinement of the co-operation to overcome the housing backlog through the Integrated Human Settlement Strategy will be amongst some of its outcomes. T

The PIF will be the ideal forum to bring greater coherence and decisiveness to the operations and delivery of municipalities, as it will allow for the addressing of governance and capacity challenges that still hinders some municipalities in the Province.

### **11.2.3 Strategic Objectives**

7. *Facilitate coherent multi-disciplinary strategies to meet the challenges of economic growth, employment generation, poverty reduction and any other demands requiring actions from more than one department or agency.*
8. *Eliminate silos, turf battles, fragmentation and incrementalism in provincial governance in order to achieve seamless, coherent and productive interventions.*
9. *Develop an enterprise wide organisational performance monitoring and evaluation system*
10. *Establish a transversal service delivery task team that will ensure effective and efficient service delivery (re: +- 450 services) focussing on the realisation of the Home for All vision and the iKapa elihlumayo strategy.*
11. *Ensure inter-departmental coordination through outcome directed effective inter-departmental forums and structures (clusters).*
12. *Establish effective interfacing mechanisms with other spheres of government to coordinate developmental programmes/projects and to facilitate synergy in service delivery.*

### **11.2.4 Analysis of constraints**

Envisaged constraints are both human and systemic. Employees of the province became used to working in silos and protecting their own turf. It will require a major paradigm and attitudinal shift from these staff to see the bigger picture and start working together. Competition between departments has also resulted in fragmented service delivery and protection/safeguarding of intellectual property.

The budgetary system of the province is not yet attuned to support the integration of functions between departments. In this regard, accountability for funds spent poses one of the biggest stumbling block.

Co-operation between the three spheres of government at a national level is well established, however, this department faces the challenge of putting an effective provincial structure in place. The first Premiers Intergovernmental Forum is going to be key in setting the trend for provincial intergovernmental relations.



### 11.3 Strategic Goal 3

#### Facilitate and strategically guide the progressive realisation of the iKapa elihlumayo strategy

##### 11.3.1 Context

In his 2004 Opening of Parliament address, the Premier outlined the long-term strategic framework that embodied the President's four implementation goals. The Premier committed this Province to a delivery focused budget with fiscal discipline, in addition to appropriate job creation initiatives, strengthening of the social net together with continued rationalisation of health services (Healthcare 2010), building human capital, increasing infrastructure investment and safety measures for the Province's citizens and renewed efforts at bolstering land reform, urban and rural development. While some components of this framework have already borne fruit, this long-term strategy is essentially designed to guide government and its development partners over the next ten years. In this context, the eight priority areas that emerged from the MTBPS and the Provincial Growth and Development Summit (PGDS) as confirmed by the Premier in his address are:

- *Building Human Capital with an emphasis on the youth*

The 2003 Socio Economic Review (SER) showed that one of the key determinants of poverty and inequality is the variable educational attainments of people in the province. In addition to its contribution to building social capital, a key goal of the human resource development strategy will therefore be to ensure that the entire labour force has appropriate skills to enter the labour market, on the one hand, and to facilitate additional investment by supplying enterprises with appropriately skilled workers on the other hand.

- *Micro-Economic Development strategy (MEDS)*

The 2003 SER showed that growth in the Province was slowing. The overall goal of the micro-economic strategy is therefore to guide and direct provincial involvement in private sector so as to ensure more appropriate levels of growth. In order to do this, the MES will have to identify and address global and national economy-wide trends as well as industry specific blockages and opportunities.

- *Building Social Capital with an emphasis on the youth*

The Social Capital Formation Strategy aims to arrest and reverse the decline in social capital in the province that is visible in high levels of crime particularly amongst the youth, motor-vehicle accidents caused by driver attitude and fitness, alcohol and drug dependency, AIDS and TB and gang activity. Social capital will be rebuilt by the co-ordination and integration of the social capital interventions of especially the departments of Social Services, Housing, Health, Community Safety, Sport and Culture but also civil society, local government and the business community using a single targeting framework.

### *Strategic Infrastructure Investment:*

The SER gave preliminary indications of the impact of insufficient investment in the provincial transport network. The goal of the Strategic Infrastructure Plan is therefore to provide the physical infrastructure that supports growth, labour market participation and general well being in the Province. Given the fiscal constraints that the Province is under, this plan will contain a strategy for progressive rollout according to the position of relative priorities in it.

- *Co-ordination and Communication:*

To render the first five priorities effective would require excellent cooperation and a well articulated common sense of purpose between the provincial and local government spheres and between them and civil society and the business sector.

- *A Spatial Development Framework (SDF):*

The PSDF will provide a common framework for the geographical targeting of provincial service delivery and regulatory interventions. It will also provide an indication of provincial plans to local authorities, national government and the business community, and thus facilitate improved development linkages between the spheres of government as well as its development partners.

- *Improving Financial Governance:*

Without diligent and well-targeted use of finite financial resources, the ideals articulated in *iKapa elihlumayo* will not be fully attained, if at all.

- *Provincialisation of Municipal rendered services:*

A long outstanding issue relates to the rationalisation of services between provincial and municipal spheres so as to achieve optimisation and clear accountability lines.

These eight priorities were derived from an overview of development challenges in the province (the SER), thorough assessments of provincial service delivery (Medium Term Expenditure Committee - bilaterals, Efficacy reviews, Efficiency reviews) and extensive deliberations through the process that culminated in the Provincial Growth and Development Summit (PGDS).

Every department will redefine its mandate and role in terms of the iKapa strategy without reneging any fundamental legislative obligation. The key difference is that each department will no longer derive its *raison d'être* from fulfilling an abstract sectoral mandate to provide education or health services as the case may be, but rather to undertake these service obligations in service of a higher order strategic imperative. This also means that strategic plans and operational plans that underpin these services must be fundamentally formulated to come in line with integration imperatives. This invariably closes engagements and co-operation with other departments and external social

partners. Such processes need to be mediated by a central role-player that is responsible for maintaining government's focus on the core medium-to-long term strategic goals. The department of the Premier is the central role-player in close co-operation with Treasury and the Department of Local Government.

**TABLE 2: IKAPA STRATEGIES, LEAD DEPARTMENTS AND PARTNERS**

<b>IKapa Strategy</b>	<b>Lead Department</b>	<b>Supporting departments</b>	<b>Other partners</b>
Social Capital	Social Services & Poverty Alleviation	Health, Education, Culture and Sport, Community Safety, Transport and Public Works, Premier	Civil Society Organisations
Human Resource Development	Education	Premier, Transport and Public Works, Health, Agriculture	SETA's, Universities, Private Facilities
Strategic Infrastructure Plan	Transport and Public Works	Housing, Environmental Affairs and Development Planning	Local Government, parastatals
Micro-Economic Development Strategy	Economic Development and Tourism	Agriculture, Environmental Affairs and Development Planning	Private Sector
Spatial Development Framework	Environmental Affairs and Development Planning	All Departments	Local Authorities, Private Sector
Communication Strategy	Premier	All Departments	Private Sector
Provincial Co-ordination	Premier	All departments	National Government, Local Government

### **11.3.2 Situation Analysis**

Currently the Provincial integration and coordination machinery are fragmented. This is largely attributed to the fact that currently there are unresolved issues related to matters such as the separation of powers, policy related issues in terms of planning and execution, and the implementation of service delivery at National, Provincial and Local levels.

The end result of this incoherent and disintegrated approach is the inability of the Province to assess the efficacy and efficiency of departmental and cluster service delivery in relation to Cabinet's strategic policy objectives and the inability of the approach to identify duplication and gaps between measurable objectives. The negative implications of this approach largely manifest themselves in the uncoordinated interventions between the functional and transversal environment that in turn has a negative effect on the strategic policy expected outcomes.

To date there is no dedicated comprehensive strategy document, which encompasses the iKapa goals and objectives of all lead and supporting departments as it are work in progress at this stage. To this end it is very difficult to assess the efficiency and efficacy of provincial responses to Cabinet policy priorities. Special programmes and projects, particularly those that come from national government have tended to be treated differently, often outside departmental strategic and budgeting plans. This trend is making strategic integration and coordination, financing, implementation and monitoring and evaluation of such programmes and projects virtually impossible.

The iKapa Elihlumayo Strategy will be driven through the cluster system, which is being administered by this Department, in order to enhance integrated governance. The Cluster System has four main functions:

- To improve Cabinet decision-making processes;
- To promote policy coherence;
- To inform, and to execute, Cabinet decided priorities; and to
- Promote active collaboration between Ministries and Departments with related mandates and functions.

The Department of the Premier (DTP) is charged with driving the internal Social Capital Strategy (iSCS), the internal Human Capital Strategy (iHCS), and a communications strategy for the provincial government of the Western Cape. Furthermore, the DTP must exercise its coordination function in manner that facilitates the seamless integration of the various iKapa strategies across government. The inter-linked internal iKapa Elihlumayo strategies of the department can be regarded as preconditions for the success of the five external iKapa strategies. This evident in the fact that the external strategies rest on:

- The emergence of a conducive organisational culture that promotes developmental outcomes and effective service delivery to the public;
- The establishment of effective leadership across different levels of the organisation;
- An appropriate Human Resource Development system that offers incentives and opportunities for empowerment, leadership and service;
- Enabling and facilitative coordination systems, structures and practices;

- Compelling, well-targeted and effective communication processes to enrol staff into the vision of a Home for All.

The role of the Department of the Premier is therefore regarded as pivotal to the success of all the iKapa Elihlumayo strategies.

### **11.3.3 Strategic Objectives**

- 13. Provide a comprehensive and integrated overview of the unfolding of the strategy through a single depository of information pertaining to the implementation of all iKapa strategies.*
- 14. Develop, implement and maintain a coordinating mechanism to ensure the necessary alignment and synergy of programmes that arise from the iKapa elihlumayo strategies.*
- 15. Develop, implement and maintain a tailor-made monitoring and evaluation system that tracks inputs, activities and outcomes in order to inform the coordinating mechanism.*
- 16. Undertake constant impact analysis and forecasting on the implementation of iKapa elihlumayo strategies in line with anticipated outcomes.*
- 17. Facilitate the alignment and synergy between iKapa elihlumayo strategies and development plans at other spheres of government.*
- 18. Ensure that each SMS member has a clearly defined role in iKapa elihlumayo.*

### **11.3.4 Analysis of constraints**

A central component, with adequately skilled staff and appropriate information systems, is key to the success iKapa elihlumayo. The re-engineering team has started re-evaluating the department's structure and will make recommendations on the size and responsibilities of this component. Another major constraint identified at this stage is therefore the uncertainty over the timing of the date of commencement of business of this component. Once again the lack of strategic and project management expertise will pose a huge challenge to the effective attainment of these goals.

## **11.4 Strategic goal 4: Communication**

**Ensure an informed, inspired and engaged public/citizenry through a structured advocacy (communication, marketing and social mobilisation) programme.**

### **11.4.1 Context**

Chapter 10 of the Constitution, which deals with public administration, also makes provision for greater participation by ordinary people in the processes of government and governance. Section 195(e) links this to the responsive state and says that 'people's needs must be responded to, and the public must be encouraged to participate in policy-making'. Section 195(g) also informs government communication and notes that, 'transparency must be fostered by providing the public with timely, accessible and accurate information'.

#### *Freedom of information*

Government communication also takes its cue from provisions of the Bill of Rights, most notably the right to freedom of expression (section 16) which provides for freedom of the press and other media and the freedom to receive and impart information and ideas. As important is the right of access to information (section 32) which gives everyone the right of access to all information held by the state. These clauses, together with the Promotion of Access to Information Act, also inform how government views its communication responsibilities.

#### *Language*

The Constitution also gives direction to government in its use of the country's official languages. In particular it notes in section 6(2) that the state must take practical and positive measures to elevate the status and advance the use of the country's indigenous languages. This has a direct impact on all public servants and government communicators.

The developmental state gives rise to the concept of developmental communication. This is defined by the Government Communication and Information Service as, 'communication which takes into account the needs of society, the developmental goals of government and general empowerment of the citizenry.

According to the Government Communicators' Handbook, GCIS has identified Multi-Purpose Community Centres (MPCCs) as one of the primary mechanisms for the implementation of developmental communication and information. The Western Cape has 15 MPCCs strategically located in poor communities.

Other characteristics of developmental communication, identified by GCIS include providing services and information in an integrated way and communicating in a manner which:

- Is responsive and empowering
- Is interactive and responds to feedback
- Is innovative and creative
- Enhances participatory democracy and community participation
- Establishes common ground between government and people
- Makes government visible and accessible
- Uses plain and relevant language
- Includes internal communication with government employees.

Communication is a two-way action with the interest and needs of public on the one end and roles and responsibility of government on the other. An efficient and effective communication channel is therefore vital to both the public and government. The purpose which communication serves are different to both these parties and are as follows:

- Public interests
  - Promoting accountability amongst public service officials
  - Being informed of services provided by Government and their right to access to those services
  - Adequate channels to voice opinions on service received (complaint mechanism)
  - Receiving regular feedbacks on commitments made by political principals
  - Being updated with the progress on government programmes
- Government interest
  - Fostering a responsive government
  - Interacting with the citizenry of the Western Cape
  - Gathering information on the needs of the public
  - Gauging public satisfaction/dissatisfaction levels
  - Improving service standards
  - Informing citizens of government initiatives, programmes and services
  - Reporting on commitments made by political principles
  - Improving the morale, performance and knowledge of all staff members

#### **11.4.2 Situation Analysis**

Currently there is no coherent provincial communication strategy resulting in departments acting independently with no common flow or theme in its communication efforts. A direct consequence of this is a weak provincial government identity. External communications are often reactive in response to external reports on provincial activities. The Province thus lacks a central

communications component to take responsibility for the overall communication strategy and events management.

An effective communication component will be key in creating a responsive government, as it will serve as the provincial governments ear on the floor. Feedback from the Cape Gateway portal, call centre, walk-in centre, imbizo's, newspaper articles and surveys will be gathered by this component and converted into management information for use by the relevant departments. This department is in the process of drafting a corporate communication strategy for the Provincial government and endeavours to achieve the following outcomes:

- Reinforcing the credibility of government by instilling amongst citizens the trust that government is indeed moving towards creating a "Home for All", and that the support, patience and goodwill of the citizenry are key to the achievement thereof.
- Creating an awareness of and appreciation for government's commitment to deliver on its promises, and also reporting on the progress on actual delivery.
- Creating a sense of belonging to and ownership of the "Home for All".
- Creating a sense of understanding amongst journalists and other key opinion makers of what the "Home for All" strategy entails, and how it will be achieved.
- Establishing key partnerships in building a "Home for All"
- Enhancing the morale, performance, and knowledge of all staff members whose collective endeavours will by no means contribute towards realising the "Home for All".

### *Branding*

Opportunities exist for ensuring that all provincial government structures are part of a single brand. This is not to say that the communication mechanisms and channels that exist at 'branch' level should be done away with. On the contrary, it is important to strengthen relationships and 'local' communication, in keeping with government's constitutional commitment to transparency and information flow. There are however a wide range of co-branding and communication partnerships that should be taken up. It has been noted that many government buildings display no branding and signage can be poor or non-existent. One reason to build the provincial government brand is to give effect to holistic governance. If the state is to 'appear and feel seamless to the public' and 'joined up' it should be easy for citizens to identify which sphere of government they are dealing with at any one time.

### *iKapa elihlumayo*

A key challenge will be to address the result of the procedural flaw of the roll-out of the iKapa elihlumayo strategy. This strategy was conceptualised at a very high level and no marketing could really be done in this regard as the eight strategies did not have any substance in the early stages



and are in fact currently still being developed. The conceptual understanding thus rested with senior management who themselves grappled with contextualising the specific strategies, let alone educating the lower levels on what the strategies are all about. It was therefore no surprise that the Sakaza survey yielded poor results on the awareness amongst employees of iKapa Elihlumayo. Similarly the department will also be responsible for advocating the vision of 'A Home for All'

#### **11.4.3 Strategic objectives:**

19. *Develop, implement and maintain a comprehensive and integrated communication strategy for the Provincial Government.*
20. *Ensure a comprehensive intervention to touch every household in the Western Cape with the message of integrating a Home for All and focus on translating the Batho Pele drive into sustainable service delivery improvement.*
21. *Establish an effective cross cutting Provincial Government monitoring (and intervention) mechanism to ensure that each service transaction with the public is consistent with the ethos of a Home for All*
22. *Ensure effective events management to reinforce the ethos and practice of responsive government.*
23. *Develop, implement and maintain targeted communication and marketing strategies that engages in a differentiated manner with various segments of the workforce to enhance the realisation of the vision of a Home for All and productive pursuance thereof.*
24. *Develop and implement a comprehensive social mobilisation campaign that is grafted onto the outreach components of the iKapa elihlumayo strategy and special programs of the Premier and Provincial Government*
25. *Develop, implement and maintain targeted communication and marketing strategies that engages in a differentiated manner with various segments of citizenry to give effect to responsive governance.*

#### **11.4.4 Analysis of constraints**

As this function has previously not been performed in line with what is outlined above, possible constraints are the redesign of the communications structure and finding adequately skilled personnel or retraining the current staff to perform the functions. A culture of innovation, vibrancy and pro-active thinking also needs to be cultivated in this component.

## **Strategic goal 5: Building internal human capital**

### **11.5.3 Context**

One of the challenges that must be embraced is that the provincial government, as an organisation, must become a learning organisation. This refers to a team-based practice of conscious reflection, analysis, problem solving and experimentation within a performance-based framework.

For the provincial government to build a learning organisation it will have to instil a culture of systems thinking, personal mastery, a shared vision, appropriate mental models and team learning. Revitalising the workforce of a stagnant public service will pose a huge challenge for the department as strategic competencies will have to be developed and the principles of Batho Pele need to be re-emphasised with employees.

As the supporting department in the iKapa priority on developing Human Capital, this department is responsible for the development of the Internal Human Capital. A comprehensive HRD strategy has been drafted and will be implemented after the Provincial Cabinet has approved it. The Internal HRD strategy for staff development is providing a transversal foundation for staff development and skills development. It aims at building professional, personal and technical competencies amongst its employees to be able to deliver the goals of iKapa Elihlumayo. The strategy covers all employees of the provincial government inclusive of non-permanent employees.

In South Africa, the human resources component of the civil service has been weak in several ways. The skills, capabilities and culture of modern management were generally lacking. This deficiency was exposed when the state had to serve the majority of people. The civil service was required to develop new attributes that were the antithesis of the traditional bureaucratic approach, which focused on the application of rules, often to the extent that such rules prevent the implementation of new policies.

### **11.5.2 Situation Analysis**

Government's changing approach to service delivery has raised additional questions regarding skills among government employees. This issue is central to current debates in national Cabinet about how to equip the state to fulfil its developmental role. There has been a shift to an integrated approach to delivery, typified both by innovations such as the cluster system and the Integrated Sustainable Rural Development Strategy, amongst other nodal approaches to integrated delivery. Government has also emphasized partnerships and the harnessing of forces outside of government to achieve developmental goals. Linked to this, the Constitution and various policy statements require broad consultation in the process of setting and reviewing strategic goals at various levels of the system.

Aside from the continuing challenges for civil service capacity generally, the Western Cape provincial government faces particular challenges around human capital. On the one hand, the turbulence at the level of political leadership in the last ten years has had a destabilizing and demoralizing effect on the civil service. There has been a lack of cohesion between provincial and national approaches to strategy, priorities and approaches with respect to the role of the civil service. For example, there has been selective and inconsistent participation in national programmes. The many changes in the provincial ruling party also created an environment in which the civil service was often receiving mixed signals.

Secondly, the Western Cape government has raised the bar in terms of what is required from the civil service. The iKapa Elihlumayo strategy strives for growth that benefits all and which centres on holistic governance as a means of meeting growing needs with declining resources. Within an overall framework that emphasizes the reduction of inequality, this strategy combines long- and short-term interventions required to meet economic and social goals that seek to reverse the harsh spatial manifestations of inequality. Lead departments have been mandated to engage other stakeholders and to develop detailed strategies for the priority areas allocated to them.

Implementing this strategy will require intensive and far-reaching change in what the civil service does, how it does it and in the capabilities of government officials. For many government managers and senior managers, this is the first time they are required to undertake such substantial strategy formulation, review and co-ordination as part of their job. The DTP, for example, was originally set up to play a support role and provide services on a corporate or shared basis.

In addition, workers at all levels will have to demonstrate commitment to serve the people, be professional and possess tools and methodologies relevant to advancing “people-centred” development. They will have to work with their colleagues in ways that are non-authoritarian, encourage innovation, build teamwork and enhance delivery. (These issues are developed more extensively in Strategy Two pertaining to the building of internal Social Capital.)

The HRD Strategy aims to identify, through research, the training needs of the province’s staff by segmenting the various employee categories. Development interventions will then need to be targeted at specific categories of employees. Examples of such categories and possible development interventions are:

- |                                     |                             |
|-------------------------------------|-----------------------------|
| • SMS Members                       | - Strategic competencies    |
| • Lower skilled (levels 1-2)        | - FET qualifications        |
| • School Principals                 | - Management qualifications |
| • Staff at reception/service points | - Typing skills, Xhosa      |

The HRD strategy should provide for an environment conducive to continuous learning and also determining the measuring instruments by which the employees' performances can be evaluated. To have a person completing a management degree in three years means nothing if there is no improvement in the employee's managerial abilities.

A central database should be developed to monitor the development initiatives of the employees. Persal is unfortunately not a reliable source of from which to draw management information for the purposes required. Currently training is being provided at the Cape Administrative Academy which offers a range of functional courses which are not needs directed. The provincial government committed itself at the Growth and Development Summit in 2003 to implement 1000 learnerships.

### **11.5.3 Strategic objectives**

26. *Develop and implement dedicated capacity, strategies and programs to transform the provincial government into a learning organisation. This will go hand in hand with tailor made programs to unlock the potential of diversity, team based reflection, analysis, innovative problem solving, and experimentation within an outcomes based performance-framework.*
27. *Re-orientate and direct current resources towards enhancing strategic thinking, planning capacity and project management with the focus on translating vision into implementable programs and to monitor progress and ensure measurable results.*
28. *Developing and implementing innovative strategies re job-creation (public sector) in partnership with strategic internal and external partners (and stake holders).*
29. *The development of a dedicated research and analytical capacity to unlock the creativity and potential of the W Cape government in realising the vision of a Home For All. (policy & research unit)*
30. *Mainstreaming and operationalising the internal Human Resource Development Strategy (within the context of the national priority and program).*
31. *Strategic realignment of provincial training and development centres to become centres of excellence (training and development) in order to equip staff to deliver on the objectives of iKapa elihlumayo.*
32. *Strengthening the Human Resource function in the Province.*

### **11.5.4 Analysis of constraints**

Probably the most severe constraint is the lack of data on the skills and education levels of personnel in the employ of the Province. This is due to Persal not being updated on a regular basis. Staff tends to neglect updating their detail on Persal after their first salary payments have been processed successfully. Furthermore, Persal has not been developed as a human resource development system but rather as a salary administration system. This resulted in this province

having a dire need for a system which can adequately provide for the management of human resource development.

Another challenge will be to instil a culture of continuous learning amongst all employees of the Province. For too long the civil service was the residence of personal development inertia as those who did not want to develop themselves any further could do so at their choice. Linking personal development to the Individual Performance and Development Plans (IPDP's) will result in both employees and their supervisors starting to ask questions about employees' skills suitability for their particular positions.

The development of the courses to be offered by the Cape Administrative Academy is critical to the successful development of the Province's human resource development. The current courses are inadequate and do not contribute to developing the employees into a more effective and efficient workforce.

## **Strategic Goal 6: Building internal social capital**

### **11.6.1 Context**

Social Capital refers to the networks, relationships and organisational culture that promotes shared values, trust, relationships, social networks, reciprocity and create common norms and a value-base for informal and formal interaction in the workplace. Central to building social capital is to create social cohesion in the Administration, based on a shared value system to deliver a “Home for All”.

The iSCS is foremost related to the Social Capital Formation Strategy (SCFS) led by the Department of Social Services and Poverty Alleviation. The SCFS strategy seeks to reposition government to play a stronger social facilitation role within an explicit developmental approach that recognises the strengths and capacities in communities. Furthermore, the SCFS adopts a clear pro-poor approach which suggests that social service delivery must be directed primarily to poor communities that are plagued by numerous social challenges. The implicit reorientation of this new focus raises numerous questions about, firstly, the readiness of our staff to implement development methodologies; and secondly, the enabling nature of the government’s institutional structures and systems to drive staff to deliver on the new approach.

Networks imbued with social capital can either be parochial or transcendent. Put differently, social capital can reside at an intra-group or extra-group level. Intra-group social capital is referred to as bonding social capital whilst the extra-group variant is known as bridging social capital. In the literature it is suggested that parochial networks can be highly effective but it tends to be inward looking and as a consequence, exclusionary of individuals defined as outside of the network (Thin 2002). However, networks can take on other forms and deliberately cross-parochial identifications and seek to cross into other groups and communities – bridging social capital. This form of social capital is of greater value in addressing inter-group differentials of power and resources. In a context marked by extremely high levels of inequality of access, opportunity, income and resources, which is furthermore racially-coded, it is crucial to offset bonding social capital with bridging social capital. This is the only way to achieve the ideal of social cohesion as argued for by President Mbeki in his State of the Nation Speech in February 2004.

A similar dynamic can be said to be at play inside the provincial government administration as well. The organisation is informally and formally structured into a number of networks that offer a sense of identification and belonging (and exclusion) to staff. The cultural and psychological significance of these networks run deep. Many of the staff have been working in the organisation for a long time and their participation in various (formal and informal) networks are deeply entrenched.

Bonding social capital is deeply entrenched within: cultural-linguistic groups/networks, departmental silos, sub-units within departmental silos (silos inside silos), within job-grades (for example, amongst secretarial staff), and so on. Bridging social capital – vested in networks that transcend the traditional silos and employment categories – is under-developed in the provincial government. Yet, substantial stocks of bridging social capital is required to transform the organisational culture, practices, systems and structure so that the ideals of seamless and holistic governance can be realised. Unless enough stocks of bridging social capital are cultivated, it is hard to see how the goals of iKapa can be realised. In other words, it is believed that the ideal of holistic governance depends on the success to engender and grow the stocks of bridging social capital in the organisation.

The SCFS correctly draws the attention to linking social capital, which denotes the quality of the relationship between communities and government. Our frontline staff, such as health care workers, teachers, social development workers, social workers, etc., are key agents in fostering and enhancing linking social capital. They must therefore become a priority focus of the iSCS.

#### **11.6.2 Situation analysis**

- **Staff make-up**

The trajectory of the provincial government discussed in the Preamble reminds one of the legacies that were inherited from the past. It is important to understand the implications of these legacies, which is explored in greater depth in the next section. At the outset we want to draw attention to the skewed demographic patterns which serve as a reminder of the human capital challenges facing us. The lack of sufficient transformation on the employment equity front ten years after democracy, tells a story about continuities with the past and bureaucratic inertia. This is not to suggest that all white staff are not capable of delivering on the new agenda and all black staff automatically are. Such an argument is obviously nonsense. However, the lack of transformation is symptomatic of deeper cultural (linguistic, behavioural, attitudinal) transformation that needs to happen before the government can become truly developmental.

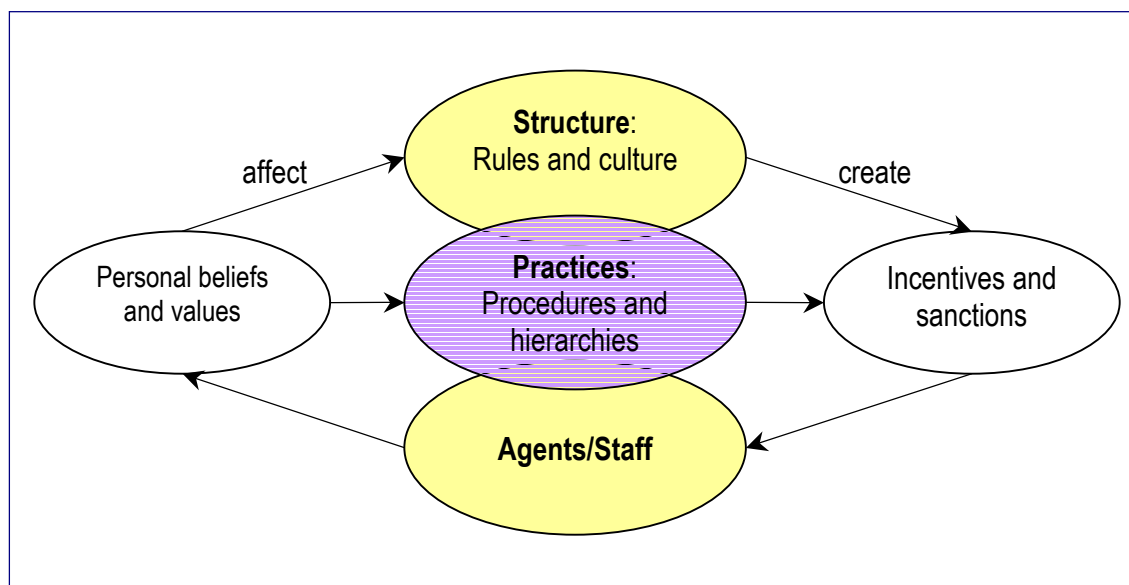
- **Nature of the provincial administration (drivers and determinants)**

In the overarching *Building Holistic Governance in the Western Cape* policy framework of the DTP, a case is made for a decisive move away from a authoritarian and neo-liberal state, to a developmental state that is proudly African, outcomes-focussed and on the cutting edge of appropriate modern technology and knowledge. The paper explains in some detail the historical reasons for the emergence of a quasi neo-liberal state with a distinctive authoritarian management culture that was inherited in 2001. The paper argues that the consequences of the twin forces of neo-liberalism and authoritarianism amount to a government that can be characterised as:

- a racially fragmented state, dispensing socially unequal services, and remote from the citizens of the Province;
- a weak and unstable political leadership, with an authoritarian administrative centre governed by a culture that stifled creativity and innovation;
- service or cost centres competing with each other rather than complementing or reinforcing each other (this was manifested in, amongst others, competitive *levels* of healthcare between tertiary and primary, and competitive *models* of social care, e.g. institutionalization versus community-based care;
- partnerships with the private sector which, in the case of the provision of housing, were profit-driven and after multiple administrative cascades resulted in poor quality of housing;
- technocratic, time-table driven programmes (as in road building and maintenance) as opposed to strategic programmes decided within a broader set of goals; and
- incremental budgeting with its attendant provisions like fiscal dumping and fruitless expenditure.

It is obvious that the authoritarian and neo-liberal state was driven and reproduced by *people* with distinctive individual beliefs, attitudes, norms and preferences that were actively cultivated and reinforced through the management and organisational culture of government; all of which were also rooted in collective identities that are either visible and/or informal. The combination of the organisational structures, systems and staff reproduced a very particular organisational culture, which sits at the heart of our social and human capital challenge. See figure 2 for a diagrammatic representation of the inter-relationship between these factors.

**FIGURE 5 : REPRODUCTION OF ORGANISATIONAL CULTURE**





An anecdotal review of the organisational culture of the provincial government along with the findings of the Desai Commission suggests that the majority of staff is highly individualistic and possibly in government for job security above all else, as opposed to a sense of public service, learning and making a difference in the lives of citizens. (However, we are cognisant of the fact that staff attitudes and behavioural patterns have not been assessed scientifically.) It is recognised that there will always be a blend of these motivations but at a minimum we need to shift the personal beliefs and values of staff to make a commitment to developmental service delivery the most important motivation.

- Batho Pele

To promote this notion of “putting people first” and to provide a framework for the transformation of public service delivery, government introduced the concept of *Batho Pele*, “people first” in 1997. This notion was expanded in the White Paper on transforming the public service, also known as the *Batho Pele* White Paper, which provides a policy framework to ensure that *Batho Pele* is woven into the very fabric of government. Simply stated, *Batho Pele* is an initiative to get public servants to be service orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. It is a simple, transparent mechanism, which allows customers to hold public servants accountable for the type of services they deliver. The *Batho Pele* White Paper signaled very strongly government’s intention to adopt a citizen-orientated approach to service delivery, informed by the eight principles of *consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money*.

*Batho Pele* should not be construed as a separate or “bolt-on” management exercise that needs to be attended to on an annual basis. It needs to be embraced as an integral part of all management activities to ensure that every management process is aimed at improved service delivery and customer satisfaction. The *Batho Pele* policy remains government’s single most important campaign to achieve the necessary transformation of the hearts and minds of public servants and to put the citizen at the centre of planning and operations. Every person who works in the public service should be proud to be a servant of the people and relish the challenge of providing improved services to all. *Batho Pele* is the soul of the public service and the heartbeat of the nation that will help us rise above the legacies of the past and drive us forward with courage and pride. Administrative practices for developmental state:

- Batho Pele change management campaign
- Promote common understanding across all sectors of country’s development vision
- Compulsory induction/orientation of public servants (*Batho Pele*, Constitution, etc)
- Batho Pele requirements in performance agreements in terms of belief that “we belong, we care, we serve”.
- Draft accountability framework for public servants – to the people
- Develop Imbizo, Letsema and CDWs as innovative instruments

- **Strategic interventions**

The following activities form the primary elements of the strategy.

- (1) **Assessment of organisational culture and systems:** Since social capital is stored in relationships and networks, we need to obtain a detailed understanding of the existing forms and levels of social capital in the organisation in terms of inter- and intra-departmental settings. This will inform further strategic planning on how best to intervene and nurture greater stocks of, especially, bridging social capital in support of iKapa strategies.
- (2) **Drafting of a policy paper:** The document will set out the specific linkages between social capital and effective service delivery in terms of the goals of iKapa Elihlumayo. More precisely, *service delivery models* will be formulated that specifies the roles of multi-disciplinary teams, partnership-based delivery vehicles and the ethos of staff in relation to desired outcomes. This work will be lead by the Department of Premier but involve staff active in the execution of the other iKapa Strategies (see link with intervention number 4 below).
- (3) **Design and implementation of a social capital pilot initiative:** Given that the promotion of social capital is totally new for the government, it is vital to first test our emergent theory before we formulate detailed operational strategies that seeks to transform the whole of government. The pilot will enable us to understand the causal linkages between an enabling organisational culture, new service delivery models, agency of change agents and envisaged outcomes of iKapa Elihlumayo. It is proposed that the pilot be housed within the external social capital strategy during the first year and then gradually scaled up to other iKapa strategies once the analysis of the pilot is distilled.
- (4) **Social capital and Service delivery conference in October 2005.** Leading up to this conference will be a highly interactive process with each provincial government department. The engagement will involve departments preparing a detailed review of: the range of services they provide; the underlying assumptions of the service delivery strategies; the organisational and social capital dimensions of the service delivery approaches; the levels of bonding and bridging social capital in their department and how it impacts of service delivery performance. As part of government broader commitment to responsive and accountable governance, these review processes should be opened up for some measure of civil society and public inputs. The findings of the reviews will be filtered and channeled into a major conference on theme mentioned before. This will enable the Department of the Premier in conjunction with departments to formulate appropriate interventions to enhance social capital in the organisation.
- (5) **Design of a Monitoring & Evaluation framework:** From the outset a close working relationship will be established with the drivers of the external social capital strategy to establish a shared platform for the monitoring and evaluation of social capital and linked

interventions. Links will be established with the programme design component of the internal social capital and human capital strategies.

- (6) Revision and formalisation of fully-fledged internal social capital strategy: Once the pilot and conference is completed, work will be focused on formulating a comprehensive internal social capital strategy.
- (7) Implementation of new strategy: It is envisaged that the full strategy will be implemented by April 2006.

- **Short-term Interventions:**

It was indicated before that a series of short-term, high impact interventions would be undertaken to shift the symbolic economy of the administration. This requires wider consultation with other departments but the provisional typology cover the following interventions.

- (1) **Language policy:** It is apparent that Afrikaans represented the dominant culture in the organisation for some time and continues to represent one marker of status, inherited power and influence. In light of this a focus on fostering trilingualism in the organisation can make an enormous difference in shifting the encrusted networks and reference points in the administration. Programmes will be launched to undertake conversational isiXhosa and Afrikaans classes across the organisation. Most importantly, staff from different grades and departments will be mixed-up to ensure the formation of new networks.
- (2) **Sports Day:** The annual sports day is a profound highlight in the social life of many staff members. This event must be maintained and promoted into future but approached as a strategic opportunity for engagement with the vision of the Premier, creating a Home for All. A review will be undertaken of this event, and especially the build-up processes to determine how it can be recast to promote bonding and bridging social capital.
- (3) **Volunteerism:** One of the most important opportunities for exposing staff to other members of staff that they may not usually encounter is working together as volunteers on 'outreach' projects. This may entail managers and manual labourers working side-by-side doing a litter-clean up at a school or some such measure. The point is to create a sense of camaraderie through shared experiences in a manner that also sensitises staff to the development and social challenges we face in poor communities. A spirit of volunteerism must be promoted at every possible opportunity. How all of this will be done will be set out in a project document.
- (4) **Establishment and promotion of government's identity:** In the short-term the new government will be re-branded under the banner of a Home for All in a way that is consistent with the iKapa message. This theme allows the Premier and Cabinet to engage staff about how their behaviour and attitudes emulate the vision of government. Through the internal communication drive to build awareness and loyalty to the new brand, various projects must be identified to allow staff to give expression to the brand through joint initiatives.

- (5) **Name Tags:** Another simple measure that may instill a sense of identification with the new ethos of government and service delivery is the compulsory introduction of innovative name tags. Such name tags will capture the contribution of the department to build a (healthy, fit, robust) home for all and the person's name.
- (6) **Electronic User-groups:** Anecdotal evidence suggests that there are a substantial number of staff members with access to intranet who use it to also participate in group quizzes and games. This e-culture must be harnessed to allow staff to engage with the new orientation and vision of government. Innovative quizzes and games must be devised for this purpose.
- (7) **Service Excellence Awards:** It is crucial that the criteria for the service excellence awards must be amended to reflect the importance of staff attitudes and practices that reflect a commitment to building social capital. The symbolic impact of this exercise can potentially be enormous.

### **11.6.3 Strategic objectives**

- 33. *Develop, implement and maintain a holistic governance management model for the Western Cape.*
- 34. *Development and implementation of dedicated strategies and programs to practicalise the notion of Modern African Governance and to instil such at strategic levels in the organisation.(National Program of Action)*
- 35. *Promote ethical governance through dedicated provincial strategies aligned to the national initiatives.*
- 36. *Create and grow internal social capital through dedicated and needs directed strategies and programs.*
- 37. *Develop and communicate a set of shared organisational values around which the Western Cape Provincial Government will be built.*
- 38. *Improve the integration and level of service delivery through the revitalising of Batho Pele.*

### **11.6.4 Analysis of constraints**

The main constraint is most probably the fact that social capital cannot be forced. The department will have to think of innovative and practical ways to achieve social cohesion in the workplace. Measuring social capital will also be extremely difficult and much thought will have to go into the development of the measuring instruments.

## **11.7 Strategic goal 7: Human rights**

**Through responsive governance improve the quality of life of vulnerable and marginalized groups (children, youth, aged, women, in relation to disability, gender based discrimination, poverty and HIV/Aids)**

### **11.7.1 Context**

With the development of human rights concepts internationally, it has become increasingly clear to South Africans that all governmental delivery processes (responsive governance) should be held accountable in terms of whether or not existing levels of delivery measure up to human rights standards and commitments. South Africa's Constitution is among the most advanced in the world, and provides for numerous duties of government to its citizens, and particularly to its previously disadvantaged citizens and the most vulnerable e.g. the poor, women, the disabled, older persons and children/youth

At the same time, South Africa has signed a number of international human rights conventions, which bind signatories to provide basic standards of human needs. The key process here is the principle of equality - that all citizens are entitled to equal delivery, and that government must work as rapidly as its means allow toward this goal.

Failing this kind of rights-based accountability on delivery, government will increasingly find themselves open to embarrassment, and to challenges from civil society. Thus, to reach the goals of effective human rights-based accountability, the fulfilment of rights in practical terms must also become the key criterion for monitoring, evaluation and reporting in the Western Cape.

#### **Service delivery**

The constitutional provisions in relation to service delivery are outlined in Chapter Six and Seven of the Constitution for Provincial and Local government respectively. The Constitution requires that all three spheres of Government, National, Provincial and Local, should achieve the progressive realisation of certain rights (adequate housing, health care services, sufficient food and water, and social security) through legislation and other measures.

However legislative measures by themselves are not likely to constitute constitutional compliance. What is necessary is that Government at all levels make realistic and inclusive policies and programmes with dedicated budgets and timeframes possible that will produce impact at grassroots level.

### 11.7.2 Situation Analysis

#### ○ Disability

People with disabilities have in the past virtually been completely excluded from participation in all facets of social life (i.e. both economies in South Africa). They were viewed as ill, subjects of pity and those needing care from someone else. As such, society came to expect very little from them, least of all initiative and entrepreneurship.

Past policies and legislation further contributed to the exclusion and marginalization of people with disabilities. Consequently, the overwhelming majority of them are illiterate and lack vocational and other skills. Not surprisingly, disability has been associated with extreme levels of poverty. Those in rural areas have suffered most from this exclusion and associated poverty.

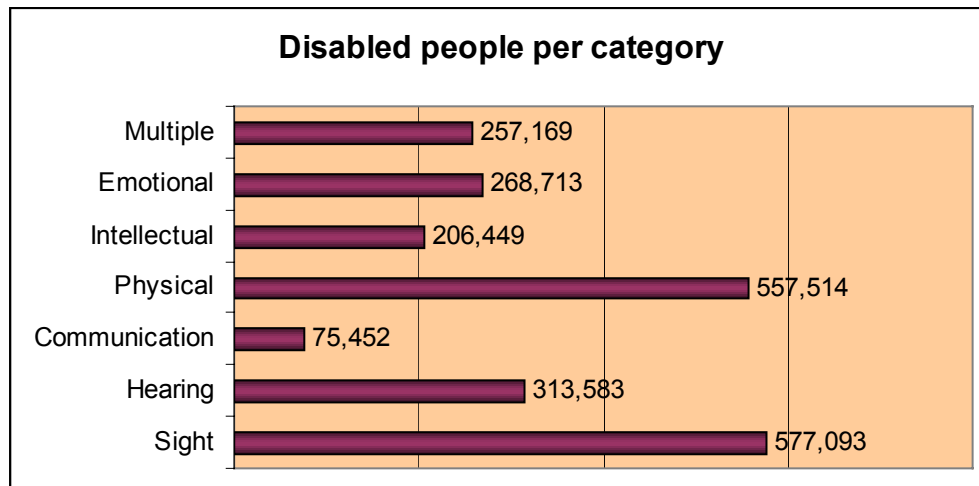
Recent policy and legislative developments recognise the rights of people with disabilities to have access to normal education, to be meaningfully and gainfully employed, to engage in entrepreneurial activity, and to participate fully in all aspects of social life. This is a major departure from the past where no entrepreneurial initiative, or any other initiative for that matter, was expected from people with disabilities.

Disability affects all groups of people (children, youth, adults, older persons). Statistics from the 2001 census reflect the following distribution of persons with disabilities by category:

**TABLE 3: DISTRIBUTION OF PERSONS WITH DISABILITIES BY CATEGORY**

	MALE	FEMALE	TOTAL
<b>Sight</b>	<b>245,681</b>	<b>331,412</b>	<b>577,093</b>
<b>Hearing</b>	<b>147,603</b>	<b>165,980</b>	<b>313,583</b>
<b>Communication</b>	<b>40,067</b>	<b>35,385</b>	<b>75,452</b>
<b>Physical</b>	<b>281,099</b>	<b>276,415</b>	<b>557,514</b>
<b>Intellectual</b>	<b>107,521</b>	<b>98,928</b>	<b>206,449</b>
<b>Emotional</b>	<b>142,951</b>	<b>125,762</b>	<b>268,713</b>
<b>Multiple</b>	<b>117,119</b>	<b>140,050</b>	<b>257,169</b>
<b>TOTAL</b>	<b>1,082,041</b>	<b>1,173,932</b>	<b>2,255,973</b>

**FIGURE 6: DISABLED PEOPLE PER CATEGORY**



In a survey in 2002 by DPSA it was found that disabled people makes up only 0.25% of the total public service workforce. This is far short of the 2% target which departments will have to attain in 2005. The report further revealed the fact that employment of people with disabilities is confined to low levels, involving little decision-making and authority. Males with disabilities are more represented than their female counterparts at higher levels, with African women with disabilities beings at the lowest ranks. Furthermore, 26% of National departments and 45% of the Provincial departments use Employment Equity Plans as guides for ensuring disability equity in the workplace.

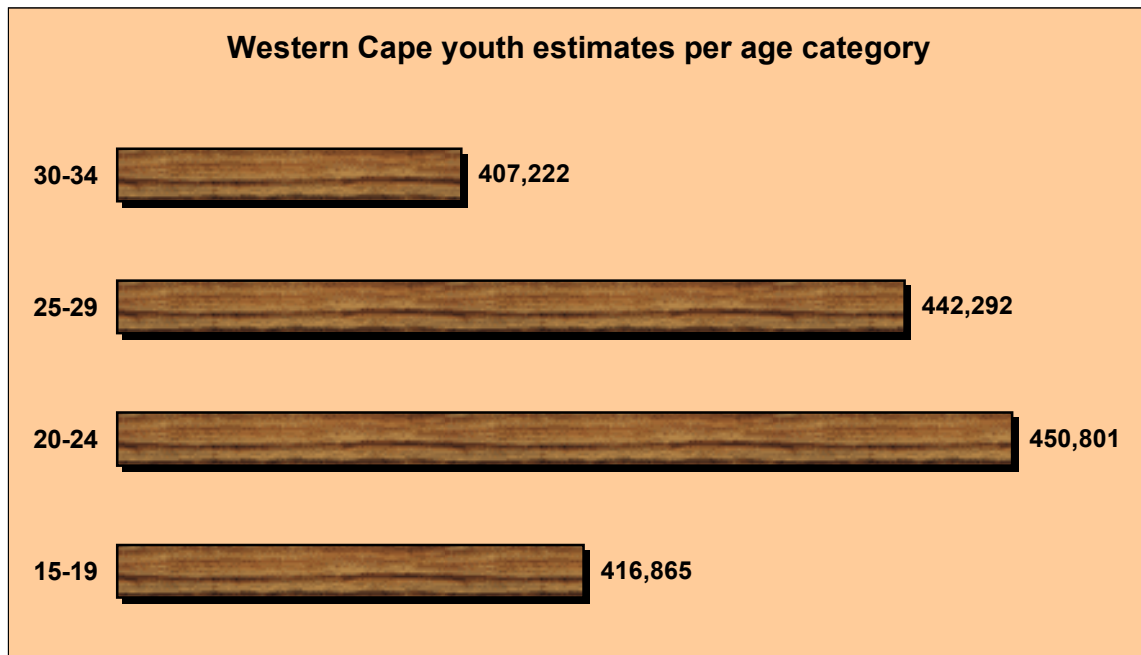
○ **Youth**

It is imperative to recognise the role, which youth played and still play in society as the largest sector of out population. Youth are generally defined as people between and including the ages of 14 and 35. The total estimate of youths in the province as reported by the Mid-year population estimates, 2004 is 1,717,180 out of an estimated total population of 4.570m. This roughly constitutes 38% of the total Western Cape population.

The enactment of the establishment of the Western Cape Provincial Youth Commission has been finalised and a public entity has been established for this commission. The objects of Provincial Youth Commission are:

- (a) to monitor, evaluate, and report on the status of youth and youth development in the Province;
- (b) to promote uniformity of approach by all organs of the provincial Government of the Western Cape to matters relating to or involving youth;
- (c) to develop recommendations and guidelines relating to any matters which may affect youth;
- (d) to unite youth from diverse cultural backgrounds, religious persuasions or political affiliations and inculcate in them a spirit of patriotism; and
- (e) to form effective linkages between the National Youth Commission and the Province, and between the Province and local municipalities in the Province.

**FIGURE 7: WESTERN CAPE YOUTH ESTIMATES PER CATEGORY**



- **Poverty**

Poverty is not a static condition. Individuals, households or communities may be vulnerable to poverty as a result of shocks and crises (uncontrollable events which harm livelihoods and food security) and long-term trends (such as discrimination based on gender, race and disability perpetuating inequalities), environmental degradation and macroeconomic trends. Vulnerability to poverty is therefore characterised by an inability to devise an appropriate coping or management strategy in times of crises.

Poverty also involves social exclusion in either an economic dimension (exclusion from the labour market and opportunities to earn income) or a purely social dimension (exclusion from e.g. decision-making, access to services, resources and opportunities across sectors, and access to community and family support).

Thus, poverty is partly a matter of improving income and partly a matter of restoring human dignity and achieving equality. Poverty has not only placed great stress on family units, but also specifically on women, children, youth and older people all over in our Country. An important point to note is the relationship that exists between high incidences of poverty and disability. Disabilities are, amongst other things, caused or exacerbated by overcrowded and unhealthy living conditions. Disability feeds on poverty and poverty on disabilities.



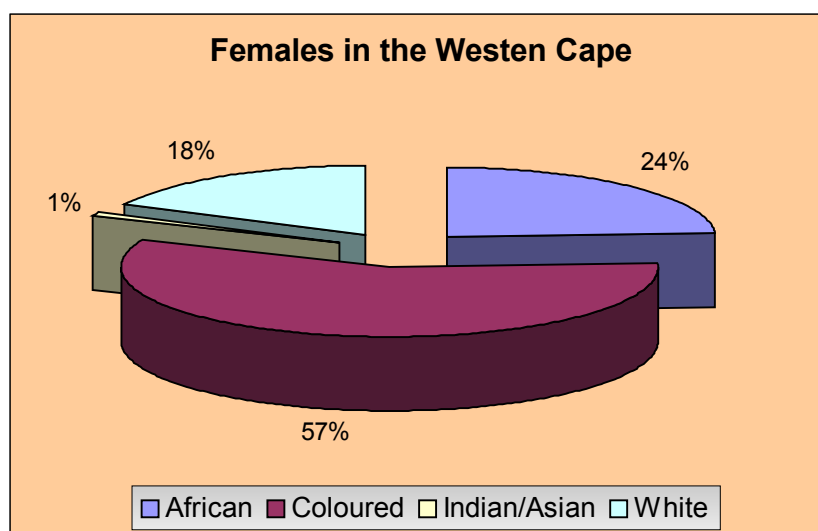
- Gender

South Africa's definition of and the goals towards achieving gender equality are guided by a vision of human rights, which incorporates acceptance of equal and inalienable rights of all women and men. This ideal is a fundamental tenet under the Bill of Rights of our Constitution. The conception of such an ideal emerged from people whose history is steeped in institutional racism where rights, life changes and the distribution of goods and services were predicted along racial lines. More importantly, respect for the dignity of individuals was predetermined by the color of their skin and further within the various racial groupings, by their gender distribution. The socio-cultural dictates of all groups defined women to be inferior to men and as such assigned to them the position of minors in both the public and private spheres of life. In the private sphere, women were less likely to lead in decision-making. In most interpersonal relationships men had more power. This historical legacy of patriarchy influenced essential informal and formal human relationships with a marked impact at the work place.

To address these issues constructively a national Gender Policy framework was developed that moves us away from treating gender issues as "something at the end of the day" business. It places gender equality at the very center of the transformation processes in South Africa within all structures, institutions, policies, procedures, practices and programmes of government, its agencies and parastatals, civil society and the private sector. In spite of progress made in the political, social, economic and cultural spheres we still have a long way to go to achieve the ideal of gender equality as set out above.

Women comprise 51% of the province's population but only 36.17% of the provincial government's employees. The department administers the Office on the Status of Women under its Human Rights Programmes.

**FIGURE 8: RACIAL DISTRIBUTION OF FEMALES IN THE WESTERN CAPE**



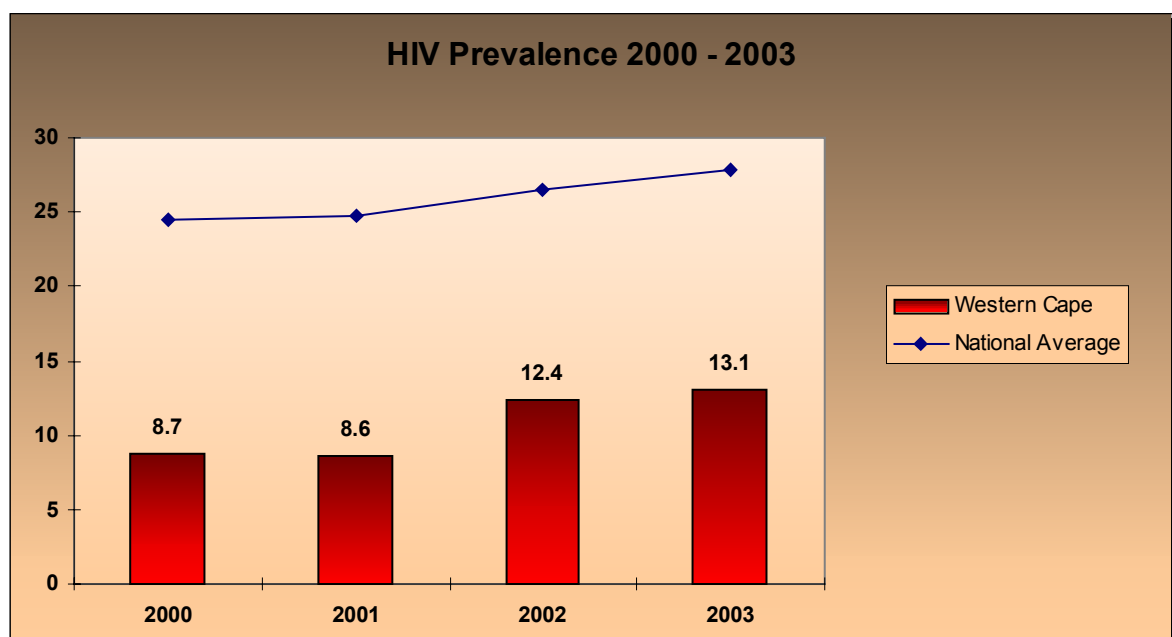
- **HIV/Aids**

The HIV/AIDS Strategic Plan of South Africa 2000 – 2005 was developed as a broad national strategic plan designed to guide the country's response to the epidemic. It is not a plan for the health-sector specifically, but a statement of intent for the whole country, both within and outside government. It is recognised that no single sector, ministry, department or organisation is by itself responsible for addressing the HIV epidemic. It is envisaged that all government departments, organisations and stakeholders will use the national plan as the basis to develop their own strategic and operational plans so that all our initiatives as a country can be harmonised to maximum efficiency and effectiveness.

People who are HIV/ positive suffer from social discrimination similar to that experienced by people with disabilities. This does not however imply that they are necessarily disabled. People who have acquired disabilities due to the progression of the illness to full-blown AIDS are part of a particular vulnerable group

The HIV prevalence among antenatal clinic attendees in The Western Cape shows an increase of 44% during the period 2001 – 2002, admittedly from a low base. Rising from 8.6 in 2001 to 12.6 in 2002 the Western Cape is still well below the national average of 26.5 for 2002. Even though the province is embarking on the rollout of anti-retroviral drugs it is equally critical that the campaign focussing on the prevention of HIV infection is strengthened. The moral regeneration programme will have a huge roll to play in this field.

**FIGURE 9: HIV PREVALENCE IN THE WESTERN CAPE**



### **11.7.3 Strategic objectives**

41. *Improved quality of life through the development and implementation of integrated provincial strategies that are outcomes and needs based and aligned to the national priorities in this regard.*
42. *In collaboration with the Provincial Development Council and Chapter 9 of the constitution of the Republic of South Africa, 1996, establish functional bilateral and multi-lateral social partnerships to achieve an enabling (and supportive) environment for the realisation of the rights of vulnerable groups.*
43. *Promote planned and dedicated compliance re inter alia accessibility to provincial, national and local government services in the Western Cape, with specific focus on all vulnerable groups.*
44. *Fulfilling obligations towards vulnerable groups in terms of the Bill of Rights*
45. *Raise awareness around government obligations towards vulnerable groups.*
46. *Develop and implement policies based on a disaggregated understanding of the strategic and practical needs of the specific vulnerable groups.*

### **11.7.4 Analysis of constraints**

One huge constraint is the lack of a reliable database on disabled people in the province, as it complicates the management of the targeted vulnerable groups. Another constraint is the lack of understanding and awareness of the plight of vulnerable groups. The prevailing of an inadequately staffed Human Rights component can severely hamper addressing the needs of an already disadvantaged sector of the province's citizenry.

## **11.8. Strategic goal 8: Regulatory Environment**

**Actively participate in the regulatory environment within which the Provincial Government operates in order to effect holistic governance.**

### **11.8.1 Context**

South Africa is a Unitary State which allocates powers and functions across the three spheres of government consisting of national departments, nine provinces and various types of municipalities. All of these are given coherence by the notion of co-operative governance which reflects the spirit and letter of a legislative framework governing the functioning of this Unitary State.

- The Constitution of the country allows for three spheres of government which are ‘distinctive’, ‘interdependent’ and ‘interrelated’, but required to co-operate effectively to provide coherent government to deliver services in an integrated way and to ensure sustainable development throughout the country.
- This is amplified in Act 108 of 1996 which spells out the various areas of co-operation and consultation so that there are maximum support, an avoidance of legal action against each other, consultation and co-ordination on common interest and legislative and coherent governance and service delivery.
- A variety of Municipal Legislative interventions support this central thesis of the Constitution. The Municipal Structures Act, 2000, provides a framework for Provincial and Local Government structures to work together while the Municipal Systems Act, 2000, spells out Municipalities’ obligation to prepare Integrated development plans (IDP’s) which align resources and capacity on the one hand, with the implementation of municipal objectives and strategies on the other, as the basis for budgeting and planning. However, such IDP’s need to be aligned to the development plans and strategies of national and provincial governments.
- The draft intergovernmental Relations Bill begins the process of systematising these objectives into processes and begins to clarify issues of the distribution of powers and functions. The IGR Bill tasks premiers with the primary responsibility of co-ordinating intergovernmental relations through the establishment of an appropriate intergovernmental forum which includes mayors of District and Metropolitan municipalities.

### **11.8.2 Situation Analysis**

A legal advisory service is rendered through the furnishing of informal and formal (written) legal opinions, drafting and editing of departmental legal correspondence, drafting and editing of

contracts and verification of legal content in submissions to the Provincial Cabinet. The Directorate: Detached Legal Advisory Services provides seconded legal advisory services to the Departments of Health, Education, Social Services and Transport and Public Works. The Directorate: Central Legal Advisory Services serves, primarily, the other provincial departments, but also provides advisory services to all departments on transversal issues.

Provincial Legislation is drafted, edited and amended in all areas of provincial competence, and national legislation monitored and commented on, in ensuring compliance with constitutional directives. Litigation is managed strategically on behalf of the provincial executive and all departments in the referral of matters to the State Attorney, the monitoring thereof and reporting thereon. Forensic Investigative services are rendered in the detection, prevention and combating of corruption and financial irregularities in the Administration.

The focus of Legal Services has shifted from being a predominantly demand-driven legal support service to providing strategic direction and pro-actively intervening to ensure administrative decision-making that is legally defensible, and that is based on an evaluation of all available options and the implications of, and the risks associated with, each option.

This paradigm shift is in line with the vision for the Province as a home for all, in that line function departments must be able to rely on Legal Services to provide direction and guidance, in an integrated and holistic manner, to enable them to successfully realise the objectives of the iKapa Elihlumayo strategy.

The key challenges for Legal Services over the strategic planning period would be to maintain a suitably matched and placed, fully staffed establishment, and to successfully transfer and upgrade existing skills, in order to meet the challenge of an increasing demand for legal and forensic investigative services and legal corporate governance within the Administration.

Although Legal Services renders a legal support service to clients in the execution of their executive and/or administrative functions, there has been an increasing demand for legal corporate governance. As such, the Branch has experienced a significant paradigm shift, from providing, predominantly, a demand-driven legal support service, to becoming more pro-active in its approach, enabling client departments to achieve their strategic goals, implement their programmes and develop policy that meets the requirements of the regulatory framework.

Strategic legal guidance and pro-active initiatives contribute to service delivery that is safe from legal challenge and which accords with the principles enshrined in the Constitution, the provincial constitution and applicable national and provincial legislation. The capacity of the Detached Legal

Advisory Services has been strengthened through the recent filling of professional posts in the directorate, which renders legal advisory services to the Departments of Health, Education, Social Services and Transport and Public Works. State law advisors who have been seconded to these departments will render legal advice on substantive legal issues relating to major departmental projects and programmes. Examples are the Chapman's Peak toll road and Klipfontein corridor projects and a variety of health-related public-private partnerships.

Risk assessment, the identification of alternatives, and providing strategic guidance have emerged as essential elements of legal advice relating to the conclusion of contracts or in the rendering of informal and formal (written) legal opinions. This department will continue to play an important role, via Forensic Audit, in preventing and combating corrupt activities with reference to the eight anti-corruption priorities as determined by the National Cabinet. It is envisaged that the role and functions of the Branch in this regard will be extended in view of the promulgation of the Prevention and Combating of Corrupt Activities Act, 2004 (Act No. 12 of 2004) on 27 April 2004. The identification of systemic weaknesses within provincial departments and alerting government and management of those weaknesses in the fight against corruption is a key responsibility of the Forensic Audit component.

The Legislative Drafting component is committed to active participation in the provincial government's legislative programme. Amendments to the Provincial Development Council Law, 1996, and the Western Cape Investment and Trade Promotion Agency Law, 1996, both of critical importance to the promotion of economic development in the Western Cape, are expected to be finalised soon. The Premier has also identified the establishment of the Provincial Youth Commission as an immediate priority for the Province and the necessary steps were being taken to ensure that provincial legislation in this regard were enacted timeously.

In the facilitation and management of litigation matters it is an integral part of the function of state law advisors to provide strategic legal guidance in litigation-related decision-making in order to minimise government's exposure to financial and other risks. All available options, as well as the legal, financial and other implications of each option, are identified, which serve to inform strategic, and often critical, decisions on executive and/or senior administrative level.

The Provincial Cabinet and the Administration will be apprised of important judgments, such as those that relate to constitutional issues, the execution or performance of the powers, functions and duties of the executive and administrative arms of government or judgments that are otherwise regarded as significant for a department or the organisation as a whole.

Although not an exhaustive list, the following serve as examples of the deliverables planned for the short to medium term that can be relayed to the objectives of the ikapa Elihlumayo strategy:

- The promotion and protection of the interests of the youth in the Province by the enactment of legislation with regard to the establishment of a Provincial Youth Commission;
- The promotion of social dialogue and consensus seeking between the four social partners in the certification of amendments to the Provincial Development Council Law;
- Legal certainty on local government matters through the rationalisation of local government laws;
- An integrated approach in the delivery of services through a provincial cluster system, supported by strategic legal advice;
- The promotion of access to provincial resources within the ambit of available funding in terms of ikapa Elihlumayo, by ensuring the conclusion of legally sound transfer of funds agreements (such as the 60 agreements attended to on behalf of the Department of Economic Development and Tourism during January and February 2004) and other related agreements;
- A legally sound and sustainable transfer of services currently rendered by municipalities on behalf of the Province from 2007 onwards;
- Improved understanding, through training interventions, by officers and employees within provincial departments of transversal legislation and legislation specific to departments and the interpretation and administration thereof;
- Improved compliance with obligations imposed in terms of contracts concluded by provincial departments; and
- Completion of the process of considering and referring overdue lease-related matters under the control of the Chief Directorate: Property Management, to the State Attorney's office for recovery of amounts due and other appropriate relief.

All of the assistance rendered to departments will be fundamentally aimed at limiting departments' exposure to litigation, so as to prevent financial and other resources from being diverted away from achieving the policy outcomes of ikapa Elihlumayo.

Although Legal Services is seldom involved in the direct delivery of services to the community of the Western Cape it does not, however, detract from the Branch's determination to contribute to the realisation of the Premier's vision for the Province as a home for all.

### **11.8.3 Strategic objectives**

47. *Render quality legal services with due regard for the provincial constitutional mandate.*
48. *Align and coordinate all legislative and regulatory activities within the provincial competency.*
49. *Assess the provincial constitution in the light of national constitutional amendments.*

50. *Ensure compliance with the values and obligations in the Constitution.*
51. *Initiate law reform and advocacy to provincial government in order to realise the rights and objectives contained in the Constitution.*
52. *Develop, establish and maintain a provincial protocol with regard to the management of provincial legal matters, including the demarcation of strategic and operational responsibilities relating to national departments and other statutory bodies with specific functions (as encapsulated in the constitutional framework).*
53. *Develop, implement and maintain a transversal model to ensure co-ordination of provincial legislation.*
54. *Provide quality forensic investigative services in combating corruption and financial misconduct.*
55. *Develop and implement a provincial-wide anti-corruption plan in line with the National Anti-corruption programme.*

#### **11.8.4 Analysis of constraints**

The internal challenges for Legal Services relate to capacity building in the recruitment of professional staff, especially skilled and experienced legislative drafters, the need for an ongoing transfer of skills to existing and newly appointed personnel, and for ongoing specialist training of personnel, within the constraints of the budget, in order to update knowledge and to keep abreast of constant changes and developments in the law.

These will be overcome by advertising and filling vacancies that may arise, immediately, and within the shortest possible time periods, by developing in-house programmes aimed at transferring skills and building expertise, and by regular interaction with tertiary institutions and conference facilitators to gain optimal advantage from funds that have been earmarked for specialist training.

Externally, the growing demand for legal and forensic investigative assistance to the provincial executive and client departments, particularly within the context of the need for strategic direction and integrated service delivery, could potentially constrain the achievement of the Branch's strategic goals. The impact will be monitored, shortcomings identified and appropriate measures implemented in order to meet demands.

#### ***Planned quality improvement measures***

Legal Services will extend its existing internal training programme, in consultation with the Chief Directorate: Provincial Training, to include training interventions on subjects such as the promotion of administrative justice, access to information, the recently promulgated anti-corruption legislation, and the law of contract, contract administration and compliance, with specific reference to the supply chain management framework.



As a delivery standard all components within the Branch are committed to an approach of investigating all possibilities within the realm of decision-making by executing authorities, departments and other client groups. This approach ensures that functions are carried out and decisions taken after consideration and evaluation of all possible courses of action, as well as their respective risks, advantages and disadvantages.

An important emphasis has been placed on following up on services that have been rendered, for purposes of elucidating complex issues or providing further assistance with regard to matters arising out of, or relating to, advice given or services rendered.

## **11.9 Strategic goal 9: Information and communication technology**

An Information Society which is inclusive, people centred and responsive to the development challenges posed by the digital divide – utilizing appropriate ICT's in such a way that it enables all the people in the Western Cape to achieve their full potential, promote sustainable economic and social development, improve quality of life and alleviate poverty and hunger.

### **11.9.1 Context**

Government cannot afford to exclusively focus on the internal digital infrastructure, or only on the external enablement of a knowledge economy. The Cape Gateway<sup>i</sup> is the Province's flagship e-government project to date, but is a bridge going nowhere if it does not link users with access to efficient internal processes. All three areas need to be advanced together and synergistically. The skills needed to run government's internal databases will not be available if ICT skills development, or the nurturing of the ICT sector, is ignored.

The Western Cape is not alone in this. Many countries are investing in e-strategies specifically to drive social and economic development. There is a common view that one now needs to move 'beyond e' – that is, e-commerce, e-business and the like are now both common and pervasive; the next stage is concerned with looking at e-innovation. Whilst this may be the case for many, we must also accept the reality that in societies like ours, 'e' is not yet pervasive or common.

The Centre for e-Innovation was born of a recognition that ICT strategy cannot be approached only from the perspective of its enabling role within the Administration, or only in terms of its external impact on society and the economy. Rather, it must deal with role of ICT in government and society holistically. In itself, this is an innovation. Those responsible for providing and maintaining ICT systems within government must learn to see through their role to appreciate their impact on administration efficiency, service delivery and economic development. The Centre for e-Innovation has the digital ecosystem of the entire Province as its concern.

### **11.9.2 Situation Analysis**

The Centre for e-Innovation in the Department of the Premier is responsible for the provision of ICT related services in the Provincial Government of the Western Cape. The Centre was established against a backdrop of the increasingly important role of information and communications technologies in:

- the transformation of business processes and organisational relationships within government departments so as to enable them to better deliver on their goals
- the ability of government to communicate with and deliver services to citizens in an efficient and customer-oriented manner
- the social and economic development of the region.

Collectively, these technology driven interventions can be drawn together under the banner of 'e-government'. The role of e-government is to contribute to the realization of the iKapa Elihlumayo growth and development strategy. In doing so, the Centre for e-Innovation will need to work with the other provincial departments, and various partners and intermediaries including other spheres of government, as well as interface directly with the citizens and businesses of the Western Cape.

Its core role is to supply and support the ICT infrastructure upon which all other ICT-related activities depend. Its principle customers are the other departments of the Provincial Government who deliver services to the citizens and businesses of the Western Cape. In doing so it must also deal with various partners, intermediaries and other agencies – including other spheres of government. Citizens and businesses may also interface directly with ICT systems provided by the Centre – for example, through Cape Gateway. This depicted diagrammatically in Figure 9.1.

Previously, ICT related service delivery was fragmented across the various departments of the Provincial Government. By bringing ICT related services together, the intent is that ICT related services can now be:

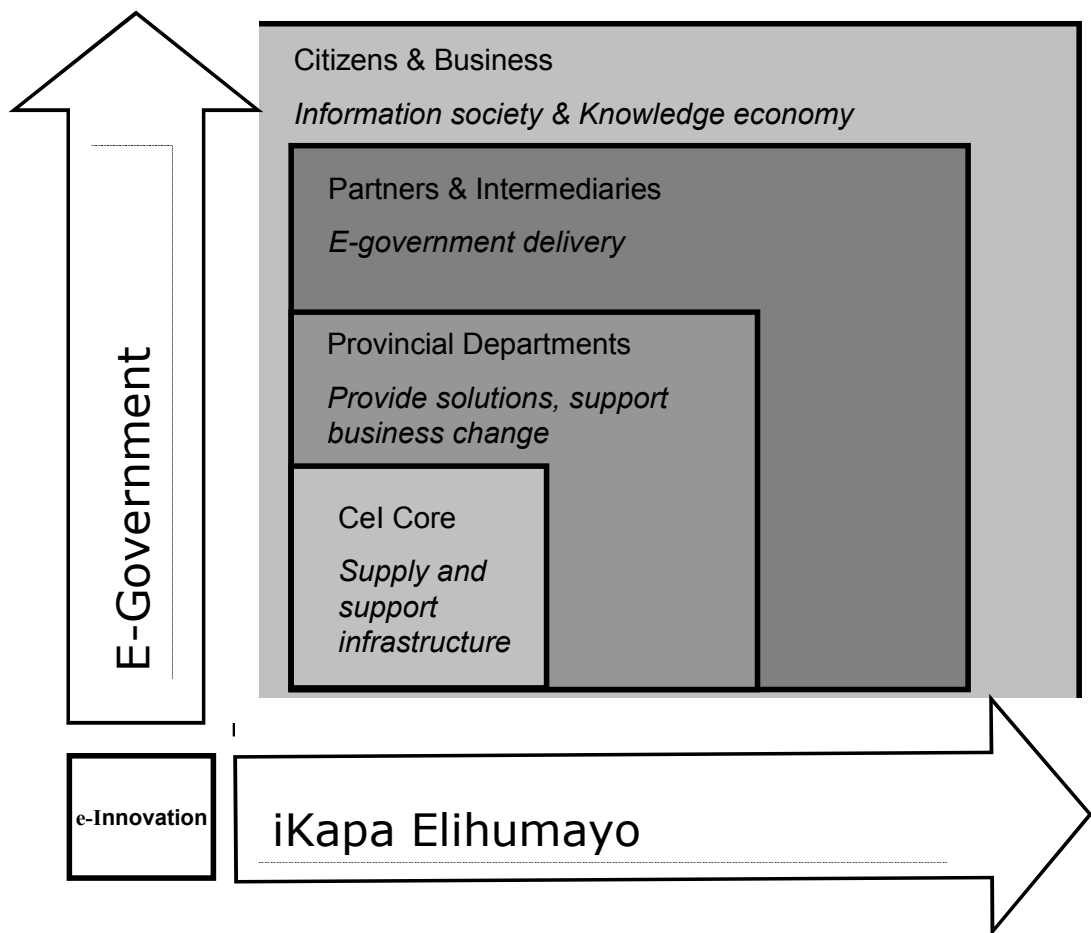
- delivered more efficiently by developing and adopting appropriate standards;
- delivered more effectively by bringing resources to bear in a more team-based, project oriented manner;
- provided in a way that provides leadership to the departments of the Provincial Government and to the communities that they serve in terms of bringing into being a thriving knowledge economy in the Western Cape;
- provided in a way that supports the growth and competitiveness of the regional ICT industry.

Promoting transparency and accountability in government through the proliferation of ICT in management and operations as well as unlocking opportunities for citizens to be more actively involved in the policy- and decision-making processes of government. The broad dissemination of information helps empower citizens and facilitate informed decision-making. Transparency of information will not only further democracy but also instil a sense of accountability among government leadership and compel effective governance.

The effective delivery of public goods and services to citizens accompanied by quick response government with minimal direct intervention by public officials can be achieved through allowing citizens online access to those goods and services. By giving citizens access to information about what goods and services they can source from government, we will be attempting to open government up so that officials can't hide behind citizens' ignorance of their rights and what is

available to them. Furthermore, citizens shouldn't have to understand which structure in government provides what service.

FIGURE 10:



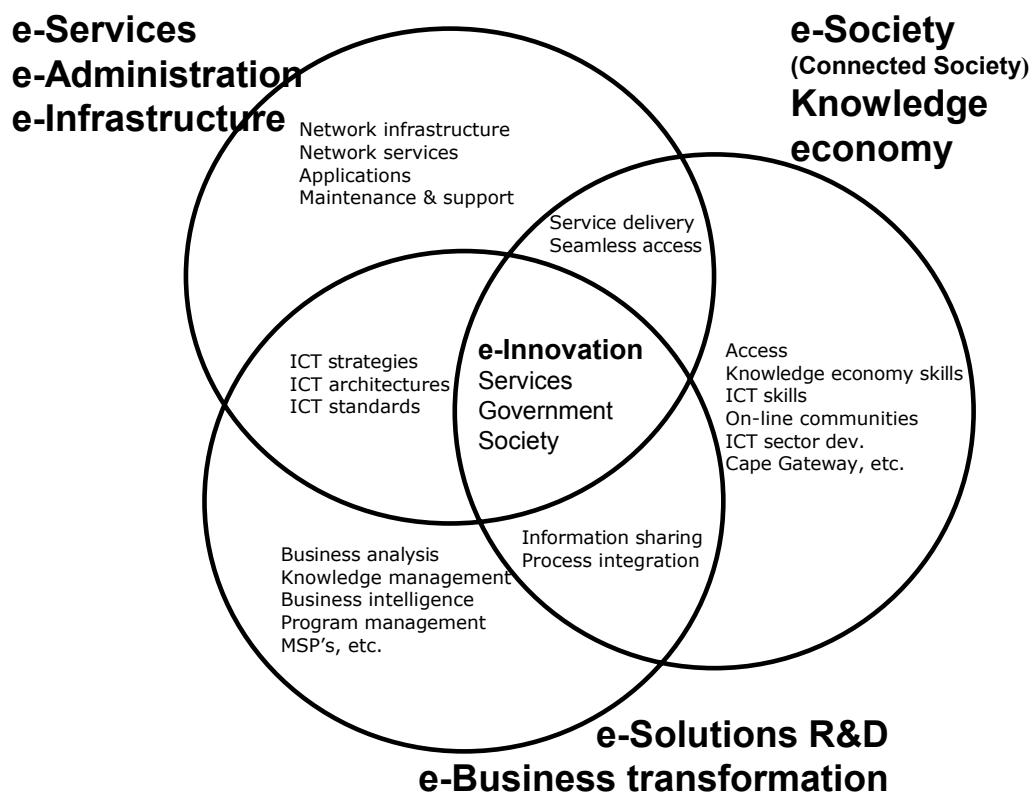
As most functions in the civil service are performed based on custom (doing things in a certain way because it has always been done that way), the re-engineering of processes and procedures which enhance productivity and service delivery, cut red tape, facilitate rapid delivery of services; increase savings are inherent benefits of e-government which need to be tapped into.

Technology is a proven catalyst in increasing productivity and economic growth, especially in rural and underserved communities. The use of ICT in government and the establishment of an e-government infrastructure can help create a business-friendly environment by streamlining the interaction and improving the interface between government and businesses, especially SME's. By cutting out redundancies in procedures and emphasising immediate and efficient delivery of services, e-government creates the conditions that attract investors/investment

ICT makes it possible for government to access and engage marginalized groups/communities and improve their quality of life. This means empowering them through their participation in the political process, as well as delivering much-needed public information and services. By delivering computers, with access to the Internet, to such groups or communities will enable them to access government information and services.

In order to operationalise our strategic goals and implement our objectives the Ce-I has developed an innovative work environment based on teamwork and the sharing of knowledge. The diagram below indicates the interrelatedness of work at the Ce-I. All activities culminate in the “center” where an environment for e-innovation is actively pursued.

Figure 11:



### 11.9.3 Strategic Objectives

56. *e-Services: digitally enabling the delivery of services to the community so as to provide seamless access to government.*
57. *e-Administration: providing the applications and tools that enable the Provincial Government departments to manage their activities efficiently and effectively.*

58. *e-Infrastructure: ensuring the provision of the necessary network infrastructure, network services, applications and support functions to the departments of the Provincial Government.*
59. *e-Society: directly assisting the emergence of a competitive knowledge economy by providing Internet access, development of knowledge economy skills, support for the ICT industry, catalysing the formation of online communities, managing of government information portals, etc.*
60. *e-Solutions research & development: establishing policies and standards, undertaking business analysis and business case development to motivate change initiatives, encouraging knowledge management and supporting business intelligence initiatives, project office and program management service, shepherding master systems plan development and implementation, etc.*
61. *e-Business transformation: improving the efficiency of the Provincial Government and its agents, partners and other intermediaries through process reengineering, information sharing and system integration.*
  - For the Ce-I this means:
    - Further rollout of the “Customers online – not in line” concept and the practicalisation thereof.
    - Improving the productivity and efficiency of government departments through electronic re-engineering of business process.
    - Creating a more effective government-to-government, government-to-business, and government to citizen (G2B...) transactional environment.
    - Improving the quality of life for disadvantaged and marginalized communities and groups by focussing ICT for development (ICT4D)

#### **11.9.4.1 Analysis of constraints**

- The high vacancy rate at the Centre for e-Innovation component could severely hamper the attainment of the set objectives. The filling of vacancies was planned but due to the re-engineering process only critical posts are being filled.
- The delay in finding suitable accommodation.
- Low level of buy-in. Staff in the PGWC not ready to dramatically change business processes and integrate government.
- Lack of capacity at the help desk to fully meet the needs and expectations of the various users across the departments.
- Absence of a strategy for managing and enhancing the Centre’s relationship with SITA (State IT Agency).
- A rigorous approach to Centre staff training and development.



## **11.10 Strategic Goal 10: Moral re-engineering**

Building a morally healthy and caring society.

### **11.10.1 Situation Analysis**

The historic gathering to launch the National Moral Regeneration Movement at the Waterkloof Air Force Base on 18 April 2003 was the culmination of a process begun in 1998, when former President Nelson Mandela invited leaders of political parties and religious communities to a Moral Summit in Johannesburg to address the profound issues of moral renewal in South Africa. Later in 2002 the National Moral Regeneration Movement was launched by 1300 representatives from around the country.

The following has been identified as the core of Moral Regeneration in our country:

- Breakdown and weakening of family life and structures in terms of nurturing values, attitude and behaviour,
- Crime, and corruption in relation to loss of respect for life, lack of patriotism, greed and selflessness.
- Poverty as a threat to moral regeneration in terms of the growing gap between rich and poor (inequality in income treatment – harsh disrespect)
- Immoral past education system based on inequality
- The particular plight of especially the youth pressures they face in society
- The perceived alienation between the media and other parts of society
- Disharmony between religious and cultural groups.
- Lack of leadership role models

The ultimate objective of the National Regeneration Movement is to assist in developing a caring society through the revival of the spirit of botho/ubuntu and the actualisation and realisation of the values and ideals enshrined in the constitution, using all available resources and harnessing all initiatives in government, business and social society. This entails:

- Development and nurturing of principled/ethical leadership
- Harnessing and supporting the synergy and creative spirit of youth towards moral renewal
- Making our education system the foreground of moral formation in theory and practice
- Strengthening the family unit
- Combating poverty and reducing the inequality and discrimination gaps
- Combating the root causes of crime and corruption
- Fostering greater religious tolerance and cooperation
- Encouraging the media to carry positive stories of courage and renewal.



### **11.10.2 Strategic Objectives**

- 62. *Reviving the spirit of botho/obuntu*
- 63. *Actualisation and realisation of the values and ideals enshrined in our constitution*
- 64. *As a partnership between the provincial government, local government and social partners create awareness and build capacity through the mainstreaming of moral regeneration in all existing provincial structures.*

### **11.10.3 Analysis of constraints**

As there is currently no dedicated component to manage this function, an new component will have to established to perform this vital function. This will therefore only be possible after the re-engineering of the department has been completed. Performance on this strategic goal will therefore be relatively slow in the initial stages.

## **12. Capital investment, maintenance and asset management plans**

Though the extent of the investment is at this stage unknown, this department intends investing in a central information system which will be able to provide reliable and up to date management information to managers.

## **13. Co-ordination, co-operation and outsourcing plans**

### **13.1 Interdepartmental linkages**

Through the cluster system this department is able to monitor the progress on provincial priorities.

### **13.2 Local government linkages**

Transfer payments are made to local governments in respect of human rights functions.

### **13.3 Public entities**

#### **○ Provincial development Council**

This Department is currently only accountable for one public entity, being the Provincial Development Council (PDC), which was established in terms of the Provincial Development Council Law, 1996 (Law 5 of 1996) and is regarded as a Schedule 3C Provincial Public Entity in terms of the PFMA. The financial statements of the PDC do not form part of the Department's financial statements, as a separate report is tabled by the said Council, which serves as the accounting authority.

The core business of the PDC is to co-ordinate, facilitate and initiate consensus among all relevant parties on all issues, including policy directives, relating to integrated development frameworks.

Arising from the Provincial Growth and Development Summit during 2003 the objectives of the PDC were amended and a Cabinet submission to seek authority to amend the PDC Law and structures was discussed at a Cabinet meeting at the end of June 2004.

#### **○ Western Cape Youth Commission**

The establishment of the Western Cape Provincial Youth Commission has been enacted. Its main responsibility will be to protect and promote the interest of youth in the province.

### **13.4 Public, private partnerships, outsourcing etc.**

Numerous transfers are made to NGO's who are promoting or protecting the interest of different vulnerable groups.

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