

REPUBLIC OF SOUTH AFRICA

Public Administration Country Profile

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SOUTH AFRICA

[Click here](#) for detailed map



Source: [The World Factbook – South Africa](#)

South Africa held its first democratic elections in 1994, bringing to an end the apartheid regime. The second, in June 1999, confirmed the African National Congress (ANC) majority. Thabo Mbeki, who replaced Nelson Mandela as leader of the ANC in 1997, became President. With just under a two-thirds majority in Parliament, the ANC governs seven out of nine provinces and is part of the coalition governing the two remaining provinces. In 1999 the Democratic Party (DP) and New National Party (NNP) together formed the Democratic Alliance (DA), the official opposition in Parliament until internal conflicts forced a separation.

The first elections of the 284 newly demarcated local governments took place in December 2000. Local governments are entrusted with rising responsibility for providing access to services and enhancing the economic and social well being of communities within their constituencies.

Government type
Republic

Independence
31 May 1910 (from UK); South Africa became a republic in 1961 following an October 1960 referendum.

Constitution
10 December 1996; certified by the Constitutional Court on 4 December 1996, signed by then President MANDELA on 10 December 1996, and entered into effect on 3 February 1997 ([in brief](#))

Legal system
Based on Roman-Dutch law and English common law; accepts compulsory International Court of Justice jurisdiction, with reservations

Administrative divisions
9 provinces; Eastern Cape, Free State, Gauteng, KwaZulu-Natal, Limpopo, Mpumalanga, North-West, Northern Cape, Western Cape

Source: [The World Factbook – South Africa](#)

Source: [European Commission - RSA](#)

1. General Information

1.1 People	South Africa	Nigeria	Tanzania	1
Population				a
Total estimated population (,000), 2003	45,026	124,009	36,977	
Female estimated population (,000), 2003	23,023	61,558	18,661	
Male estimated population (,000), 2003	22,003	62,451	18,316	
Sex ratio (males per 100 females), 2003	96	101	98	
Average annual rate of change of pop. (%), 2000-2005	0.59	2.53	1.93	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	33	44	45	
Female population aged 60+ (%), 2003	7	5	4	
Male population aged 60+ (%), 2003	5	5	4	
Human Settlements				c
Urban population (%), 2001	58	45	33	
Rural population (%), 2001	42	54	67	
Urban average annual rate of change in pop. (%), '00-'05	2.09	4.43	5.3	
Rural average annual rate of change in pop/ (%), '00-'05	-1.12	1.04	0.73	
Education				d
Total school life expectancy, 2000/2001	12.6	..	5	1
Female school life expectancy, 2000/2001	12.7	..	5	1
Male school life expectancy, 2000/2001	12.6	..	5.1	1
Female estimated adult (15+) illiteracy rate (%), 2000	15.4	43.9	33.5	2
Male estimated adult (15+) illiteracy rate (%), 2000	14	27.8	16.1	2
Employment				e
Unemployment rate (15+) (%), 1997	5.4	..	..	1
Female adult (+15) economic activity rate (%), xxxx	50 ⁱⁱ	37 ⁱⁱⁱ	..	2
Male adult (+15) economic activity rate (%), xxxx	80 ⁱⁱ	78 ⁱⁱⁱ	..	2

Notes: ⁱ Based on registered unemployment from employment office records, Whites, Coloured and Asians. Excluding Transkei, Bophuthatswana, Venda, Ciskei, Kwazulu, KaNgwane, Qwa Qwa, Gazankulu, Lebowa and KwaNdebele; ⁱⁱ 1991, Age 20+ years; ⁱⁱⁱ 1986, Excluding institutional households, armed forces and persons doing unpaid community or social work

1.2 Economy	South Africa	Nigeria	Tanzania	2
GDP				a
GDP total (millions US\$), 2002	104,235	43,540	9,383 ⁱ	
GDP per capita (US\$), 2002	2,392	328	267 ⁱ	
PPP GDP total (millions int. US\$), 2002	441,573 ⁱ	112,947	19,589 ⁱⁱ	
PPP GDP per capita(int. US\$), 2002	10,132 ⁱ	851	557 ⁱⁱ	
Sectors				b
Value added in agriculture (% of GDP), 2003	3.8	37.4 ⁱⁱⁱ	43.4	
Value added in industry (% of GDP), 2003	31.0	28.8 ⁱⁱⁱ	16.9	
Value added in services (% of GDP), 2003	65.2	33.8 ⁱⁱⁱ	39.8	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	5.9	21.0	5.7	
Private consumption (% of GDP), 2003	67.3	44.9	79.1	
Government consumption (% of GDP), 2003	13.8	23.3	11.4	

Notes: ⁱ Estimate is based on regression; other PPP figures are extrapolated from the latest International Comparison Programme benchmark estimates; ⁱⁱ Data refer to mainland Tanzania only; ⁱⁱⁱ 2002

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	South Africa	Nigeria	Tanzania	
Public expenditures				3
Education (% of GNP), 1985-1987	6.1	1.7 ⁱ	..	a
Education (% of GNP), 1995-1997	7.6	0.7 ⁱ	..	a
Health (% of GDP), 1990	3.1	1	1.6	
Health (% of GDP), 1998	3.3	0.8	1.3	
Military (% of GDP), 1990	3.8	0.7	2 ⁱⁱ	b
Military (% of GDP), 2000	1.5	0.9	1.3 ⁱⁱⁱ	b
Total debt service (% of GDP), 1990	..	11.7	4.2	
Total debt service (% of GDP), 2000	3.1	2.5	2.4	

Notes: ⁱ Data refer to the central government only; ⁱⁱ 1991; ⁱⁱⁱ 1999

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>						
		South Africa 1991-1995	South Africa 1996-2000	Sub-Saharan Africa average ⁴ 1996-2000	Non- Francophone Africa average ⁴ 1996-2000	Middle income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	564	..			
	(% pop.)	1.57	..	0.30	0.38	0.59
Sub-national Government ⁵	(,000)	451	..			
	(% pop.)	1.26	..	0.30	0.38	0.59
Education employees	(,000)	250	..			
	(% pop.)	0.70	..	0.62	0.78	1.20
Health employees	(,000)	93	..			
	(% pop.)	0.26	..	0.29	0.20	0.70
Police	(,000)	..	..	
	(% pop.)	..	..	0.07	..	0.30
Armed forces	(,000)	148	82.4			
	(% pop.)	0.38	0.20	0.26	0.31	0.46
SOE Employees	(,000)	..	..	
	(% pop.)	..	..	..	..	3.61
Total Public Employment	(,000)	..	..	
	(% pop.)	..	..	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	8.9	..	6.1	6.9	8.5
Total Central gov't wage bill	(% of exp)	15.2	20.2	28.9	26.4	21.6
Average gov't wage	(,000 LCU)	3.010	..			
Real ave. gov't wage ('97 price)	(,000 LCU)	3.809	..			
Average gov't wage to per capita GDP ratio		0.2	..	4.8	2.8	4.2

Source: World Bank - Public Sector Employment and Wages

³ UNDP - Human Development Report 2002

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), was approved by the Constitutional Court (CC) on 4 December 1996 and took effect on 4 February 1997. The Constitution is the supreme law of the land. No other law or government action can supersede the provisions of the Constitution.

Government is constituted as national, provincial and local spheres, which are distinctive, interdependent and interrelated. The powers of the law-makers (legislative authorities), governments (executive authorities) and courts (judicial authorities) are separate from one another.

Source: [South Africa Yearbook 2002/03](#)

2.1 Legislative Branch

Bicameral Parliament consisting of the National Assembly (400 seats; members are elected by popular vote under a system of proportional representation to serve five-year terms) and the National Council of Provinces (90 seats, 10 members elected by each of the nine provincial legislatures for five-year terms).⁶

Women in parliament: Lower 119 out of 399 seats: (30%). 17 out of 89 seats (32%).⁷

Parliament is the legislative authority of South Africa and has the power to make laws for the country in accordance with the Constitution. It consists of the National Assembly and the National Council of Provinces (NCOP).

The National Assembly consists of no fewer than 350 and no more than 400 members elected through a system of proportional representation. The National Assembly, which is elected for a term of five years, is presided over by a Speaker, assisted by a Deputy Speaker. The National Assembly is elected to represent the people and to ensure democratic governance as required by the Constitution. It does this by electing the President, by providing a national forum for public consideration of issues, by passing legislation, and by scrutinizing and overseeing executive action.

The NCOP consists of 54 permanent members and 36 special delegates, and aims to represent provincial interests in the national sphere of government. Delegations from each province consist of 10 representatives. The NCOP gets a mandate from the provinces before it can make certain decisions. It cannot, however, initiate a Bill concerning money, which is the prerogative of the Minister of Finance. The NCOP also has a website, [NCOP Online!](#), which links Parliament to the provincial legislatures and local government associations.

Parliamentary sittings are open to the public. Since the establishment of Parliament in 1994, a number of steps have been taken to make it more accessible. This has been done to make the institution more accountable, as well as to motivate and facilitate public participation in the legislative process.

Source: [South Africa Yearbook 2002/03](#)

Fact box:

elections: National Assembly and National Council of Provinces - last held 2 June 1999 (next to be held by 14 April 2004)⁸
election results: National Assembly - percent of vote by party - ANC 66.4%, DP 9.6%, IFP 8.6%, NNP 6.9%, UDM 3.4%, ACDP 1.4%, FF 0.8%, other 2.9%; seats by party - ANC 266, DP 38, IFP 34, NNP 28, UDM 14, ACDP 6, FF 3, other 11; National Council of Provinces - seats by party - ANC 61, NNP 17, FF 4, IFP 5, DP

⁶ Source of fact boxes if nothing else stated: [The World Factbook - South Africa](#)

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

⁸ [Independent Electoral Commission](#)

2.2 Executive Branch

cabinet: Cabinet appointed by the president

elections: President elected by the National Assembly for a five-year term; election last held 2 June 1999 (next scheduled for sometime between May and July 2004)

The President is the Head of State and leads the Cabinet. He or she is elected by the National Assembly from among its members, and leads the country in the interest of national unity, in accordance with the Constitution and the law.

The President appoints the Deputy President from among the members of the National Assembly. The Deputy President must assist the President in executing government functions.

Cabinet consists of the President, as head of Cabinet, the Deputy President and Ministers. The President appoints the Deputy President and Ministers, assigns their powers and functions, and may dismiss them. The President may select any number of Ministers from among the members of the National Assembly, and may select no more than two Ministers from outside the Assembly. The President appoints a member of Cabinet to be the leader of government business in the National Assembly.

According to Chapter 12 of the Constitution, the institution, status and role of traditional leadership, according to customary law, are recognized, subject to the Constitution.

Source: [South Africa Yearbook 2002/03](#)

Fact box:

chief of state: President Thabo MBEKI (since 16 June 1999); Executive Deputy President Jacob ZUMA (since 17 June 1999)
head of government: President Thabo MBEKI (since 16 June 1999); Executive Deputy President Jacob ZUMA (since 17 June 1999)

2.3 Judiciary Branch

Constitutional Court; Supreme Court of Appeals; High Courts; Magistrate Courts.

The Constitutional Court is the highest court for interpreting and deciding constitutional issues while the Supreme Court of Appeal is the highest court for non-constitutional matters. Most cases are heard in the extensive system of High Courts and Magistrates Courts. The constitution's bill of rights provides for due process including the right to a fair, public trial within a reasonable time of being charged and the right to appeal to a higher court. The bill of rights also guarantees fundamental political and social rights of South Africa's citizens.

Source: [U.S. Department of State](#)

The Constitutional Court, Supreme Court of Appeal and High Courts have the power to protect and regulate their own processes, and to develop the common law.

Judges in the various courts are appointed by the President in consultation with the Judicial Service Commission, the leaders of parties represented in National Assembly, and, where relevant, the President of the Constitutional Court.

The Judicial Service Commission includes the Chief Justice, the President of the Constitutional Court and the Minister of Justice. It is a widely representative body – among its other members are two practicing advocates, two practicing attorneys, six members from the National Assembly (including three from opposition parties) and four from the National Council of Provinces.

Source: [South Africa – the Official Gateway](#)

2.4 Provincial Government

In accordance with the Constitution, each of the nine provinces has its own legislature consisting of between 30 and 80 members. The number of members is determined in terms of a formula set out in national legislation. The members are elected in terms of proportional representation. The Executive Council of a province consists of a Premier and a number of members. The Premier is elected by the Provincial Legislature. Decisions are taken by consensus, as in the national Cabinet. Besides being able to make provincial laws, a provincial legislature may adopt a constitution for its province if two thirds of its members agree. However, a provincial constitution must correspond with the national Constitution as confirmed by the Constitutional Court.

Source: [South Africa Yearbook 2002/03](#)

The Constitution has elements of federalism, and the nine provinces may pass laws on certain matters such as education, health and housing. However, the national legislature retains its legislative power in these areas, and may override provincial legislation in the event of a conflict. Exclusive provincial legislative competence is reserved for less important matters such as abattoirs and liquor licenses. The provinces have a role in drafting national legislation through their participation in the National Council of Provinces, the second house of Parliament.

Source: [World Legal Information Institute](#)

2.5 Local Government

The recognition of local government in the Constitution as a sphere of government has enhanced the status of local government as a whole and of municipalities in particular, and has given them a new dynamic role as instruments of delivery. The relationship between the three spheres of government is outlined in Chapter Three of the Constitution, which, among other things, requires Parliament to establish structures and institutions to promote and facilitate intergovernmental relations.

According to the Constitution and the Organised Local Government Act, 1997 (Act 52 of 1997), (which formally recognizes the South African Local Government Association (SALGA) and the nine provincial local government associations), organized local government may designate up to 10 part-time representatives to represent the different categories of municipalities and participate in proceedings of the NCOP.

In November 2000, the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), was published to establish a framework for planning, performance-management systems, effective use of resources, and organizational change in a business context. The Act also established a system for local councils to report on their performance, and gives an opportunity for residents to compare this performance with others.

Source: [South Africa Yearbook 2002/03](#)

3. The State and Civil Society

3.1 Ombudsperson

The office of the Public Protector is an institution established in terms of the provisions of Chapter 9 of the Constitution, 1996. Section 182(1)(a) of the Constitution provides that:

"The Public Protector has the power, as regulated by national legislation to investigate any conduct in state affairs, or in the public administration in any sphere of government, that is alleged or suspected to be improper or to result in any impropriety or prejudice".

Section 6(4) of the Public Protector Act, 1994, provides that the Public Protector has the power to investigate, on his or her own initiative or on receipt of a complaint, any alleged abuse or unjustifiable exercise of power or unfair, capricious, discourteous or other improper conduct or undue delay by a person performing a public function. It also provides that the Public Protector shall be competent, at any time prior to, during or after an investigation, if he or she deems it advisable, to refer any matter which has a bearing on an investigation to the appropriate body or authority affected by it or to make an appropriate recommendation regarding the redress of the prejudice resulting therefrom or to make any other appropriate recommendation he or she deems expedient to the affected public body or authority.

Once the Public Protector has concluded his/her investigation, he/she has to report on the conduct found and has to take appropriate remedial action.

Ultimately, it is the function of the Public Protector to assist government at all levels to establish and maintain fair, proper and efficient public administration.

Source: [Public Protector - Report \(2002\)](#)

3.2 NGOs

Source: [Institution - Title](#)

3.3 Civil Society

The South African media is one of the most diverse and developed in Africa. However the complete post apartheid transformation of the media industry is still being achieved. The ownership of some media groups has been transferred to empowerment companies.

Source: [European Commission - Country Strategy Paper \(edited\)](#)

4. Civil Service

In order to achieve a public service which is “representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all” the White Paper on Transformation of the Public Service was released in November 1995. This White Paper was a coherent guide that informed, managed and drove the transformation process. The goals set out in the Paper were further entrenched in the Constitution 1996. The White Paper advocated the “Batho Pele” (People First) initiative of 1997.⁹

Source: [Civil Service Reforms in Eastern and Southern Africa](#)

4.1 Legal basis

Public Service Act, 1994 (No. 103 of 1994)

Government Gazette, 1994-06-03, Vol. 348, No. 15791, pp. 1-75

Comprised of 44 sections and 3 Schedules providing for the organization and administration of the public service, and the regulations of conditions of employment, terms of office, discipline, retirement and discharge of its members.

Source: [International Labour Organization - NATLEX - South Africa: Public and civil servants](#)

The Public Service Act ([Act 103 of 1994](#)), has not been amended since 1 July 1999. On that date, three amending Acts came into force.¹⁰ The other binding instrument within the Public Service is a resolution of the Public Service Co-ordinating Bargaining Council (PSCBC), which binds employer and employees alike when agreed to by a majority of the trade unions represented by the PSCBC. The Act, the Regulations and the Collective Agreements together make up the Public Service Management Framework.

Source: [South Africa Yearbook 2002/03](#)

The Public Service Regulations of 1999 was repealed by the Public Service Regulations of 2001:

Public Service Regulations, 2001 (No.R.1).

Official Gazette, 2001-01-05, Vol. 427, No. 21951, pp. 1-79

Comprehensive legislation on public service employment. Replaces Public Service Regulations 1999. Chapter 1 makes provision for delegations, authorisations and responsibilities (Part II); planning, work organisation and reporting (Part III); job evaluation (Part IV); compensation for employees (Part V); working environment (Part VI); procedures for appointment, promotions and terminations of service (Part VII); performance management and development (Part VIII); training and education (Part IX); and labour relations (Part X). Chapter 2 sets forth code of conduct, and Chapter 3 provides for financial disclosure by heads of departments and certain other employees. Finally, Chapter 4 regulates various aspects of senior management service.

Source: [International Labour Organization - NATLEX - South Africa: Public and civil servants](#)

The Regulations have been amended on several occasions providing, inter alia, for measures countering HIV/AIDS.¹¹

⁹ [Click here](#) for The Ministry and Department of Public Service and Administration. [Click here](#) for official Government documents on Public Service.

¹⁰ [Click here](#) for an overview of amendments of the Public Service Regulations (non-exhaustive).

¹¹ [Click here](#) for an overview of amendments of the Public Service Act (non-exhaustive).

4.2 Recruitment

[Click here](#) for information about Employment Practice as provided by The Ministry and Department of Public Service and Administration.

The aim of the Employment Equity Act, promulgated in 1998, is to achieve equality in the workplace and equitable representation of disadvantaged groups in all occupational categories and levels in the workforce by prohibiting discrimination and providing for affirmative action measures and employment equity planning.

Recruitment is the main instrument for achieving equitable representation, and executing authorities and provincial administrations are charged with setting targets for achieving specific employment equity objectives when drawing up their recruitment policies and procedures.

These policies have gone a fair way towards making the overall profile of the Public Service representative of the population. In December 2001, 85% percent of public servants were black, compared with the national profile of 90% black, and the management echelon included 66% black people. This is a significant improvement on the situation in 1999 when only 41% of managers were black. However, in regards to people with disabilities, a modest target of 2% by 2005 is still far from being achieved, with currently only 0,02% of public service employees recorded as having a disability.

Source: [Department for Public Service and Administration - Guideline to the Effective Implementation of HRM ...](#)

The Constitution of South Africa contains a provision on equality in the composition of the public administration: article 195(1)(i) requires it to be "broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation". Under the Public Service Act, No. 103 of 1994, the Public Service Commission is responsible for promoting this objective and its affirmative action measures have been challenged.¹²

Source: [International Labour Organization - Comparative study of contents of civil service statutes](#)

4.3 Promotion

The Public Service Amendment Act, 1997 and the new public service regulations introduced a new performance management system. The new system is that it establishes clear links between the objectives of the institution and individual work objectives. The new performance management system bases promotion and career advancement on performance, rather than on seniority or qualifications. Under the current system Directors-General are put on contract with Ministers. The new system extends the performance contracts to the level of Director and higher, while performance management per se will be in effect for all public servants.

Source: [Civil Service Reforms in Eastern and Southern Africa](#)

4.4 Remuneration

[Click here](#) for information about Remuneration Policy as provided by The Ministry and Department of Public Service and Administration.

¹² See Hodges -Aeberhard, J.: "Affirmative action in employment: Recent approaches to a difficult concept", in International Labour Review (Geneva, ILO), 1999, Vol. 138, No. 3.

A salary grading system has been phased in with effect from July 1996. Various problems related to the previous system: compacted salary grading, disparities between the remuneration of personnel, insufficient career pathing, an unacceptable wage gap and complex salary administration, necessitated a new approach to the restructuring of remuneration in the public service. Specific elements of the new system such as job descriptions and evaluations, have contributed to some extent to an accountable and equitable administration. The new grading system will be implemented over three years, due to government's commitment to fiscal discipline and the desire to maintain control over personnel expenditure.

The main feature of the new grading system is that it consists of 16 standard salary ranges, each consisting of three salary notches. This is in stark contrast to the old grading system where 192 different salary scales were utilized which had no logical interrelationship. The 16 salary ranges are based on six broad bands which were determined to cater for lower skilled, skilled, highly skilled, supervisory, management and senior management levels. Each occupational class utilizes a specific number of these salary ranges according to their specific needs.

The number of salary notches on the salary key scale has been reduced and the new salary ranges no longer overlap, as was the case with the old salary scales. Based on personal profiles such as experience, skills and other appropriate attributes of value, the second and third notches of salary ranges may be awarded to personnel. In this regard broad guidelines have been laid down for departments that stipulate that no more than 5 percent of personnel should be awarded the third notch of salary ranges while no more than 15 percent should be awarded the second notch. In addition to this, outstanding performance and the obtaining of appropriate higher qualifications are still rewarded or recognized by means of prescribed cash bonuses.

Rightsizing

An agreement between the State and Unions in 1996 linked the proper remuneration of workers to the achievement of an appropriately sized public service. The rightsizing initiative was implemented in a series of phases, which were met with differing degrees of success. The first component of the right-sizing programme was the abolition of posts that were budgeted for but not filled.

The mechanisms that were designed to achieve a right sized Public Service did not contribute significantly to the rebalancing of human resource requirements of the Public Service. One of the main obstacles to the right-sizing process was the large number of personnel at lower levels who could not be absorbed into the establishments or be redeployed. They also did not apply for VSP because of their limited marketability in the labour front. Another obstacle was the existence of ghost workers, which took a long time to identify and eradicate from the payroll system. In order to address this pressing problem of rightsizing in a scientific way, which is clearly a high priority of government, a team of experts was constituted into a project team. The team is investigating suitable rightsizing targets within a framework of redundancy management. International experts are supporting the team.

Source: [Civil Service Reforms in Eastern and Southern Africa](#)

4.5 Training

[Click here](#) for information about Human Resource Development as provided by The Ministry and Department of Public Service and Administration.

Public service practice with regard to Human Resource Development has been reviewed and consolidated into the HRD Strategy for the Public Service. The Strategy builds on the foundation put in place through the National Skills Development Strategy and the National HRD Strategy for South Africa. The Strategy has been approved by Cabinet for implementation and it aims to address the major human resource capacity constraints hampering the effective and equitable delivery of public services. It has the following strategic objectives:

- Full commitment to promote HRD in all public service institutions;
- The establishment of effective strategic and operational planning in the Public Service;
- The establishment of competencies that are critical for service delivery in the Public Service;
- Effective management and co-ordination of developmental interventions in the Public Service.

Interventions exist, which relate to skills programmes (functional literacy, basic administrative skills, IT training to bridge the digital divide and training programmes for front-line staff for improved service delivery). The Senior Executive Programme, in partnership with the universities of Wits and Harvard, is also presented.

Source: [South Africa Yearbook 2002/03](#)

4.6 Gender

In looking at race and gender representation within 19 audited departments in national ministries, the National Gender Audit found that there had been significant changes in the face of the public sector in the period under review. An analysis of senior managers by race shows that in 1994 all senior managers were white males, even in departments which were newly established in 1994.

From a statistical view, the change in figures for male and female representation within the civil service for the period 1994-1998 sound significant. In real terms, however, the changes have not been as significant as might have been expected. Any figures which move from zero point are bound to impress.

In looking specifically at women in senior management positions the audit revealed an increase of women in management positions. Even with the observed rise in the numbers of senior women officials in the public service in the audited period, responses to the Audit questionnaire found that by September 1998 only 3 out of 19 departments had either achieved or exceeded the target of 30% for Women Senior Managers set by the White Paper on Transforming the Civil Service.

Whilst the representation of women in senior management within the civil service informs of transformation in terms of women's access to the public service, it tells us nothing about the institutional mechanisms in place to achieve the constitutional goal of engendering governance. One of the key findings of the Audit is that most national ministries have no institutional capacity to undertake gender mainstreaming at a meaningful level. This is because they have very junior officials serving as Gender Focal Points.

Source: [The Office of the Status of Women - National Policy Framework for Women's Empowerment and... \(edited\)](#)

At the end of December 2001, 52% of the 1,031,594 public service employees were women and 48 %. However, these figures mask the inequalities that exist at the managerial level; at the same time, 21% of all appointments in the senior management ranks were women. To give more impetus to gender transformation at

the managerial level, a plan to fast-track and develop female candidates, especially Africans, is under way, with the aim to increase the percentage of women in management roles to 30%.

Source: [Department for Public Service and Administration - Guideline to the Effective Implementation of HRM ...](#)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
Rank	Country	2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
48	South Africa	4.4	12	0.6	3.6 – 5.5	8	4.1 – 4.7
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

[Click here](#) for information about Anti Corruption as provided by The Ministry and Department of Public Service and Administration.

To address the specific problems of corruption in South Africa, in 1997 Government launched South Africa's National Anti-Corruption Programme: this was soon followed by Public Service and National Anti-Corruption Summits. Late in 1999, Government also co-hosted the 9th International Anti-Corruption Conference. At the beginning of 2002, Government adopted the Public Service Anti-Corruption Strategy. Five years into the process, Government's assessment was that good progress was being made to implement the resolutions of the Summits, and many departments and agencies were believed to have put in place solid systems to fight corruption. However, at the operational level, problems were emerging, most notably the absence of clear anti-corruption legislation, insufficient co-ordination of anti-corruption work within the public sector and among the various sectors of society, and poor information about corruption and the impact of anti-corruption measures.

Strengths

- South Africa has a comprehensive and practical legislative framework, which provides a very good basis on which to combat and prevent corruption in all aspects of the public sector including good financial management and administration. The effective investigation and prosecution of corruption will be increased with the promulgation of the Prevention of Corruption Act.
- A range of agencies have been created to investigate and prosecute corruption, and as a recourse for the public to report corruption.
- Whistle blowers' position is regulated and protected

- South Africa's transparency legislation is amongst the most powerful in the world
- There is a well-defined legal review programme

Weaknesses

- There are serious weaknesses and shortcomings in the capacity and will of public sector bodies to use the legislation and to comply with the laws.
- Some bodies view some of the legislation (e.g. Access to Information) as too demanding of resources
- There are overlapping mandates, which affect the law enforcement agencies and the constitutionally created bodies.
- The legislation is focused on the public sector and does not deal adequately with the private sector.
- The 1992 Corruption Act is difficult to use and ineffective. (Therefore the major legislative change required is the passing by Parliament of the Prevention of Corruption Bill, and the inclusion of certain corporate governance issues in legislation.)
- Legislation on private funding of political parties is lacking.

Source: [Ministry for the Public Service and Administration & UNODC \(2003\)](#)

5.2 Ethics

The Code of Conduct for Public Servants was promulgated in 1997 with the aim of providing public servants with guidelines on the behaviour expected of them in the course of their duties. Public servants are required to serve the public impartially and may not discriminate unfairly against any member of the public.

The Public Service Commission (PSC) is the independent monitor and arbiter of the activities, ethos and conduct of the Public Service. The powers and functions of the PSC are set out in Section 196 of the Constitution, 1996. The unit aims to establish a culture of professional and ethical behaviour in the Public Service. It researches and evaluates ethics and corruption, and promotes best practice in risk management. The Commission is required to:

- promote the values and principles of public administration as set out in the Constitution
- monitor, evaluate and investigate human resource practices, service delivery and related organisational matters to assess the extent to which they comply with Constitutional values and principles
- support the efforts of the Public Service to promote a high standard of professional ethics
- investigate grievances of officers and recommend appropriate remedies or actions
- report to Parliament and provincial legislatures on its activities.

The PSC is one of a number of institutions whose role it is to support the legislature in enhancing accountability. The PSC is supported by the Office of the Public Service Commission (OPSC), which implements policy and programmes of the PSC. The Commission comprises 14 Commissioners, of whom five are based in Pretoria and

nine in the different provinces. The Commission has regional offices in all the nine provinces. The work of the OPSC is structured around six key performance areas.

Source: [South Africa Yearbook 2002/03 \(edited\)](#)

The prevention of corruption in the public sector is primarily the responsibility of the directors and managers of each public body. The Public Finance Management Act spells out accountability in this regard. However, the various national anti-corruption agencies also have an important role to play in developing and supporting preventive strategies and plans.

The Auditor General

The Office of the Auditor General (OAG) is well positioned to identify weaknesses in controls. The Forensic Auditing Unit aims inter alia to determine the nature and extent of economic crime and the adequacy and effectiveness controls. It has a proactive strategy for overall awareness about fraud, the need for strong financial systems, effective internal controls and acceptable standards and conduct.

The Public Service Commission

As mentioned, the PSC plays a key role in promoting public service values and an awareness of the Code of Conduct for public servants. The PSC also advises the Minister for the Public Service and Administration on the Code of Conduct for the Public Service.

The Department of Public Service and Administration

The DPSA administers the Public Service Act 103 of 1994. It has been tasked by Cabinet to develop and implement the Public Sector Anti-Corruption Strategy and to co-ordinate anti-corruption work at policy level. Although there is no legislative mandate to deal explicitly with corruption, the Act and regulations govern the conduct of public service officials. Reference is made to efficient management, discipline and the proper care and use of state property. The Department reports to Parliament through its Director General. The Department assists the Minister for Public Service and Administration to make policy and to devise regulations, which impact on the way in which the Public Service operates. Measures include policy and regulations inter alia on conduct, organizational matters, HR management, performance management and evaluation, leadership development, reform and transformation.

The DPSA is also charged with driving the Batho Pele Programme to 'put people first'. It is working with the Department of Justice to link this to the effective implementation of the Promotion of Administrative Justice Act. These matters have a direct bearing on the Public Service's ability to ensure employee integrity, an aspect that is central to the prevention of corruption. The Department has established a Unit for Anti-Corruption and High Profile Cases to develop policy in the area of public sector anti-corruption.

Source: [Ministry for the Public Service and Administration & UNODC \(2003\)](#)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

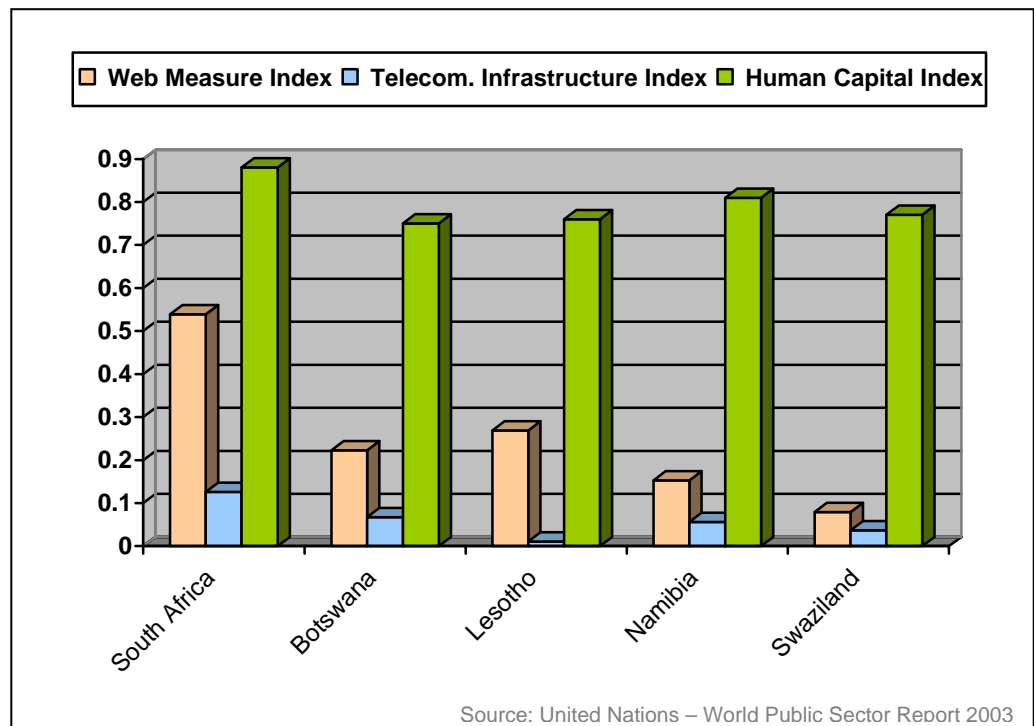
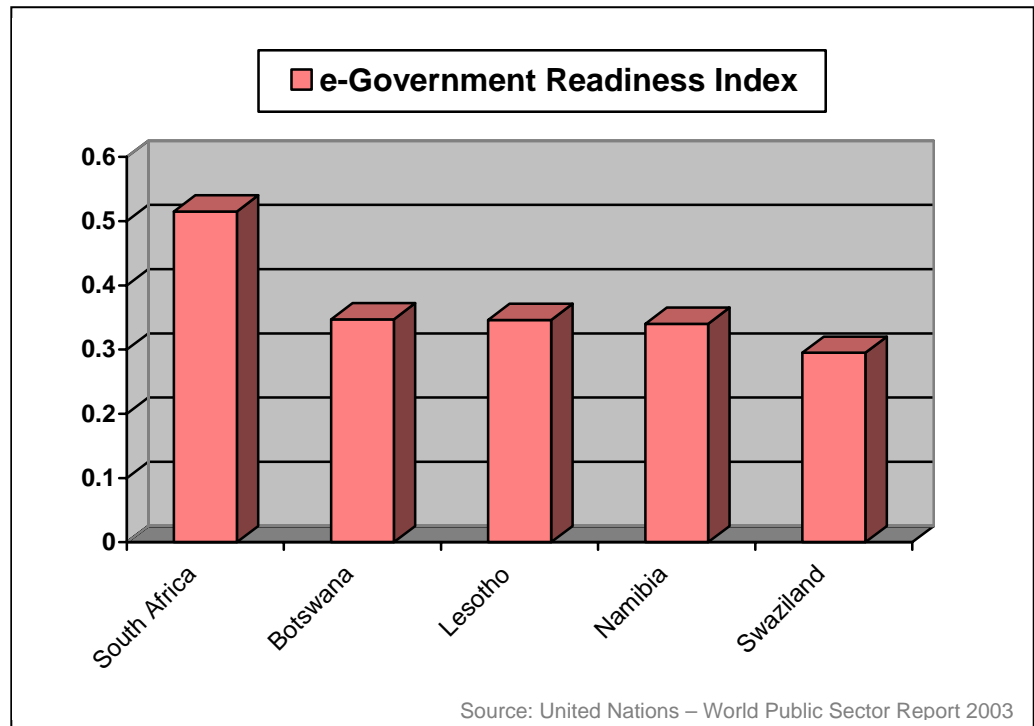
Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:

A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.



e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

e-information:

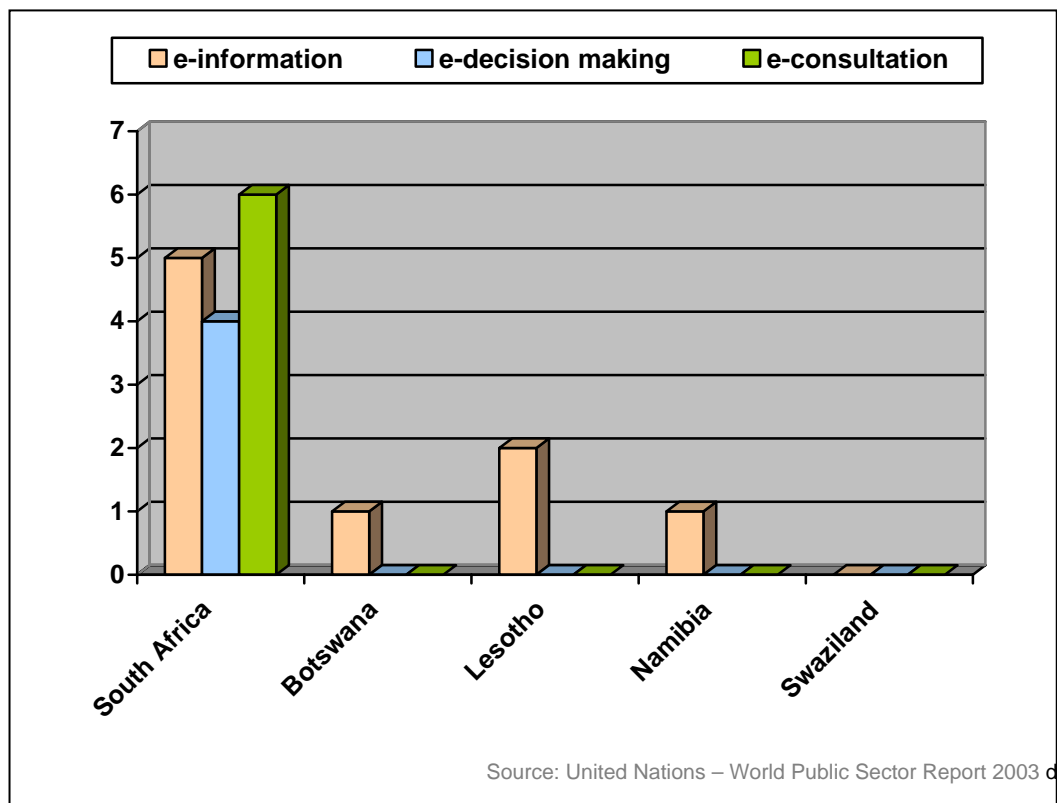
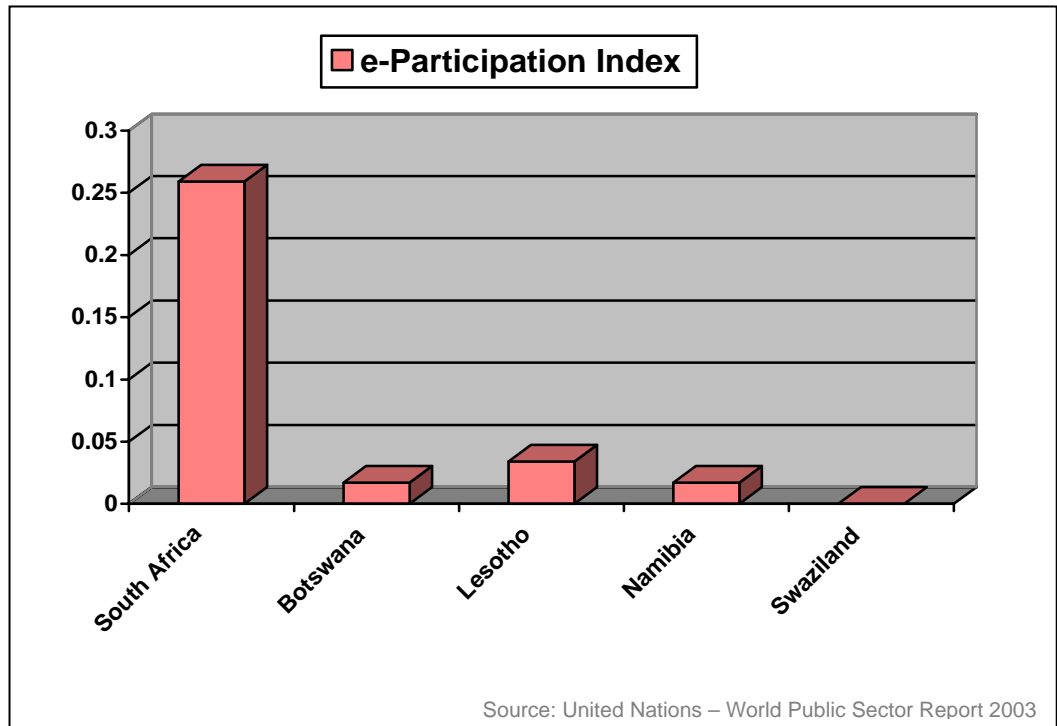
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.



7. Links

7.1 National sites	
Authority	Topic
South Africa Government Online	http://www.gov.za/
President	http://www.gov.za/president/index.html
Government Structure	http://www.gov.za/structure/index.html
Cabinet	http://www.gov.za/structure/cabinet.htm
Parliament	http://www.parliament.gov.za/
National Departments	http://www.gov.za/dept/index.html
Public Service Commission	http://www.psc.gov.za/
Government Communication and Information System	http://www.gcis.gov.za/index.html
Government Documents on Public Service	http://www.gov.za/documents/combsubmr.htm#Public%20Service
South Africa Yearbook 2002/03	http://www.gcis.gov.za/docs/publications/yearbook.htm

7.2 Miscellaneous sites	
Institution	Topic
African Development Bank (ADB)	http://www.afdb.org/
African Training and Research Centre in Administration for Development (CAFRAD)	http://www.cafrad.org/
African Union (AU)	http://www.africa-union.org/
Centre for Public Service Innovation (CPSI)	http://www.cpsi.co.za/default.htm
European Union (EU)	http://europa.eu.int/comm/development/ACP_countries
International Labour Organization (ILO) - NATLEX	http://www.ilo.org/dyn/natlex/natlex_browse.home
New Partnership for Africa's Development (NEPAD)	http://www.nepad.org/
Transparency South Africa	http://www.tisa.org.za/
United Nations Development Programme (UNDP)	http://www.undp.org.za/
United Nations Economic Commission for Africa (ECA)	http://www.uneca.org/
UNPAN	http://www.unpan.org/virtual_library-byregion.asp
USAID	http://www.usaid.gov/locations/southafrica
World Bank (WB)	http://www.worldbank.org/lr